BOMBAY—1937-38

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A Review of the Administration of the Province

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INTRODUCTION

The Administration Report for 1937–38 is on the same lines as last year. It is divided into two parts :—

Part I is a general summary of the year's work.

Part II deals with the work and events of the year under review and is preceded, where necessary, by a note explaining the history and functions of the Department of Government whose work is reviewed and its place in the administration. Para. on Horticulture—public gardens—has been omitted from Chapter IV of the report, while a new para. on Motor Vehicles has been inserted in Chapter III. The para. headed " Bombay Port Trust " has been transferred to Part I from Chapter VIII of Part II. As materials for para. on Advances to Cultivators were received very late, the para. has been transferred from Chapter IV to Chapter XI.

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BOMBAY—1937-38

PART I

GENERAL SUMMARY

THE beginning of the year under review coincided with perhaps the most important event in the history of the Province, the inauguration of Provincial Autonomy. The Interim Ministry, as the first ministry which came into being was called, was, however, in an anomalous position. It had no majority in the Legislature and was faced with the prospect of an obvious defeat, either on a no-confidence motion or by the rejection of a Government measure, as soon as the Legislature met. It issued, however, a comprehensive programme on 9th April 1937 and took various measures of an executive character which were in consonance with its policy, such as the cancellation of three orders passed under the Bombay Special (Emergency) Powers Act, 1932, and the refund of securities to twenty newspapers and presses. Throughout the first three months of the year under review the constitutional deadlock created by the refusal of the Congress Party to accept office in spite of having a majority in the Provincial Legislature, owing to differences of opinion regarding the assurance sought from the Governor as regards the use of his special powers, continued to attract public attention.

Early in July the Congress Working Committee decided in favour of acceptance of office and the interim Ministers tendered their resignations to His Excellency the Governor on July 15. The resignations were accepted and, at His Excellency's invitation, Mr. B. G. Kher, the Leader of the Congress Party, agreed to form a Ministry. The following gentlemen were thereupon appointed :—

Mr. B. G. Kher—Prime Minister,

Mr. A. B. Latthe—Finance Minister,

Mr. K. M. Munshi—Home and Law Minister,

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Dr. M. D. D. Gilder—Public Health and Excise Minister,
Mr. M. R. Desai—Revenue Minister,
Mr. L. M. Patil—Local Self-Government Minister, and
Mr. M. Y. Nurie—Public Works Minister.

Six Parliamentary Secretaries were appointed by the Ministry. The new Ministry assumed office on July 19, with the exception of Mr. M. Y. Nurie, who was sworn in on the following day.

In less than a month the Ministry had to present its first Budget covering the second half of the financial year. It was duly presented to the Assembly on August 17 and attracted much attention, because it was the first brought forward by a Congress administration in India. It provided for drastic reductions in the expenditure on Ministers and other political appointments. The salaries of the Ministers were fixed at Rs. 500 a month with a house-allowance of Rs. 100 and a conveyance allowance of Rs. 150. The same salaries and allowances were given to the Speaker of the Legislative Assembly and the President of the Legislative Council. The budget foreshadowed complete prohibition and provided immediate relief for the agricultural population in the form of abolition of grazing fees, remission of land revenue, provision of many lakhs for village water supply and allotment of money for cottage industries. A special provision was made for the advancement of education among the Harijans, while schemes were foreshadowed dealing with rural economy, equitable adjustment of taxation and other measures for the relief of the ryot.

The Ministry brought forward a number of resolutions of a general character, including those (1) condemning the Government of India Act, 1935, (2) expressing opposition to Federation, (3) approving the policy of re-purchasing, at the cost of Government, lands forfeited and sold in consequence of the civil disobedience movement with a view to their restoration to the original holders or their heirs, and (4) advocating the discontinuance of titles.

On the executive side Government was particularly active in cancelling orders passed under the Bombay Special (Emergency) Powers Act, 1932, and the Indian Criminal Law Amendment Act, 1908, restricting the freedom of individuals and political associations. Within three months all such orders had been cancelled but, when announcing this fact, Government made it clear that in carrying out its programme it desired to maintain an atmosphere of non-violence and declared that if attempts were made in any quarter to endanger the peace of the Province, Government was determined to carry out its duty of maintaining law and order. Monies and moveable properties forfeited in consequence of the civil disobedience movement by virtue of orders made under certain Ordinances and the Criminal Law Amendment Act, 1932, were restored, as well as lands which had not been disposed of to third parties and were still in the possession of Government. Certain pensions which had been forfeited were also restored and efforts made in other directions to remove the hardships which citizens had suffered for their participation in the movement. These included the release of political prisoners. Other prisoners specially released were some who had been convicted in connection with communal riots.

The Congress Ministry was by no means immune from criticism and opposition, particularly from the Muslim League, the Democratic Swaraj Party and the Independent Labour Party. The activities of the Communist Party in Sholapur and Ahmedabad especially forced Government to take action under section 144 of the Criminal Procedure Code. In Sholapur there were two outbreaks of violence leading to the conviction and imprisonment of a number of ringleaders. The seriousness of the trouble at Sholapur was due to the fact that the Communists endeavoured to use the criminal tribes settlers to cause trouble. In Ahmedabad the Mill Kamgar Union, a Communist body, endeavoured to bring about a general strike in opposition to the policy of the Textile Labour Association which has for many years had a large membership among the millhands in Ahmedabad. The attempt was only partially successful and the strike gradually fizzled out.

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The appointment by Government of a Textile Labour Enquiry Committee to investigate the question of adequacy of wages and other matters was the occasion for an agitation by the Communists demanding immediate wage increases and threatening a general strike, if they were not granted by the Enquiry Committee by January 1, 1938. The Committee, in fact, made recommendations, the effect of which was to increase wages by about 12½ per cent. in an interim report published in February. The recommendations were accepted by the Millowners and the agitation for a general strike collapsed.

The harmony between Hindus and Muslims which existed generally throughout the year was marred, firstly, by a certain amount of communal tension caused by the satyagraha undertaken in April and May in connection with the dispute, since amicably settled, over the playing of music near the Sonya Maruti Temple in Poona City, secondly, by serious disturbances in May and June in Bombay City and, thirdly, by minor incidents in the course of the remaining portion of the year in Ahmednagar, Nandurbar, Nadiad and Dharangaon.

The trouble in Bombay City arose from a quite trifling cause, namely, an argument between a Muslim youth and members of a Hindu marriage procession in Kamatipura. Other Muslims were attracted to the scene and a free fight ensued in which stones and other missiles were used by both parties. Serious rioting broke out the following night in Kamatipura and spread to other localities. Prompt and rigorous measures were adopted by the police and Government, and order was rapidly restored, but 11 persons were killed and 85 injured.

Finance.—With the introduction of provincial autonomy the Government of India handed over to provincial Governments various deposit accounts of a provincial character such as provident funds, deposits of local bodies, civil deposits, etc., which were formerly borne on the central books. Loans amounting to about Rs. 20 lakhs due to the Government of India were also transferred to the credit of the Government of Bombay and the balance was utilised for reducing the irrigation debt incurred prior to 1921-22. The Government of India consolidated the sums borrowed by the Government

of Bombay at different times into one single debt of Rs. 22½ crores to be repaid over a period of 45 years with 4½ per cent. interest.

Under the new financial settlement the Government of Bombay received for the first time a share amounting to Rs. 25 lakhs from the income-tax revenues. Receipts in the revenue section amounted to Rs. 12·44 crores as against Rs. 12·41 crores in the preceding year, while the expenditure charged to revenue was Rs. 12·14 crores as against Rs. 12·01 crores. Compared with the previous year land revenue decreased by Rs. 25 lakhs, excise revenue by Rs. 3½ lakhs, and forest revenue by Rs. 4¾ lakhs. Revenue under "Stamps", however, increased by Rs. 8 lakhs, "Motor Vehicles" by about Rs. 2½ lakhs, "Other taxes and duties" by about Rs. 5 lakhs and "Civil Administration" by Rs. 1 lakh. Irrigation receipts increased by about Rs. 2¾ lakhs and "Miscellaneous" by Rs. 5 lakhs, but "Interest" showed a decrease of Rs. 21 lakhs. Compared with 1936–37 there was a decrease in expenditure of Rs. 2½ lakhs under "Direct demands on revenue", excise expenditure decreasing by Rs. 2¼ lakhs and forest by Rs. 1¾ lakhs, but expenditure under "Motor Vehicles" increased by Rs. 1½ lakhs. Irrigation expenditure showed an increase of Rs. 6 lakhs due to expenditure on scarcity works, while under "Interest" there was a decrease of about Rs. 39 lakhs. Expenditure under "Civil Administration" increased by about Rs. 10 lakhs and "Miscellaneous" by Rs. 16 lakhs. During the year no amount was borrowed from the Government of India, the capital expenditure being met from balances.

Trade and Commerce.—Statistics of trade and commerce during the year under review showed wide variations. At the beginning a general rise in the prices of commodities and Indian manufactures gave an impetus to imports, while India had its share in the demand for commodities necessitated by the rearmament policy of Europe. Indian mills increased their production and disposed of their stocks, while the marked difference in the prices of raw cotton and cloth indicated that profits to the Millowners were likely to be highly satisfactory.

In fact, this difference was the basis upon which the Textile Labour Enquiry Committee formulated their proposals for wage increases in the textile industry. The latter part of the year, however, showed far less satisfactory results. The world over-production of cotton, resulting in a sharp decline in prices, affected the whole trade of the Province and the year ended with a decrease in exports and fall in prices of many commodities.

The aggregate value of foreign trade of the Province amounted to Rs. 135·42 crores as compared with Rs. 136·82 crores, but the value of merchandise was Rs. 114·41 crores as against Rs. 94·36 crores, the remaining figures being made up of treasure. There was a large improvement in the value of imports of merchandise on private account, amounting to Rs. 24·41 crores and making the value of imports Rs. 73·74 crores. This total, however, included the value of imports from Burma which amounted to nearly Rs. 7 crores. These have been treated as foreign trade since April 1937. The value of private treasure showed a large drop from Rs. 12·96 crores to Rs. 2·55 crores. Exports, on the other hand, showed a fall of Rs. 4½ crores as compared with the preceding year and amounted to just under Rs. 40 crores, while exports of treasure showed a reduction of just under Rs. 11 crores. Raw cotton, seeds and postal articles were chiefly responsible for the fall in exports.

The coasting trade also showed a fall from Rs. 50·16 crores to Rs. 42·74 crores, both imports and exports being affected. The average prices both of imports and exports were higher, with few exceptions.

The trade with the British Empire accounted for 46·48 per cent. of the total. The share of the United Kingdom declined from 26·25 per cent. to 24·18 per cent. The shares of Japan and Germany also declined but that of the United States improved.

The total number of vessels entering the port of Bombay showed an increase both in numbers and in tonnage from 706 to 733 and 3,159,000 to 3,380,000.

The amount of import and export duty, excluding the various cesses, collected at the Bombay Custom House during the year

were Rs. 1,751·26 lakhs and Rs. ·93 lakh as against Rs. 1,524·85 lakhs and Rs. 1·10 lakhs respectively in 1936–37.

Land customs.—From 1st April 1937 the Land Customs Act, 1924, was applied to the frontiers of Viramgam and Cambay in place of the Land Customs Act, 1857. The army landing ground at Ahmedabad was declared a customs aerodrome and arrangements were made for the examination of passengers and mail packets.

The total receipts at the land customs stations on the frontiers of Goa and Damaun amounted to Rs. 24·01 lakhs as against Rs. 7·09 lakhs in the preceding year. The receipts at the various customs houses on the Viramgam frontier increased from Rs. 20·26 lakhs to Rs. 28·64 lakhs, due to increase in the value of dutiable goods imported through this frontier.

Agriculture.—Although there were ample rains over most of the Province during the year, their distribution was uneven both as regards fall and area with the result that both the *Kharif* and *Rabi* crops fell short of expectations. The gross cropped area increased by a few hundred thousand acres and so did the net cropped area, but the twice cropped area showed a distinct setback. The area under food crops showed a rise of 1·1 per cent. and the area under non-food crops, which include cotton, tobacco and oil seeds, showed an expansion of 3·3 per cent. The net cropped area amounted to 28,715,000 acres as compared with 28,154,000 acres in the previous year. The attention devoted by the new Government to the needs of the agricultural population led to the activities of the Department of Agriculture being increased and strengthened and developments were recorded in almost every district of the Province. It is the constant endeavour of this Department to get the results of its scientific examination of agricultural problems put into practice in the fields of cultivators and all the efforts of the Department are concentrated to this end. Government gave a special grant of Rs. 40,000 for training cultivators in scientific bunding operations in order to protect cultivated fields from damage and loss by soil erosion. Classes were held in different parts of the Province. A large number of taluka demonstration

centres were started on the holdings of progressive agriculturists which are to be cultivated and cropped in accordance with the improved methods advocated by the Department under the direct guidance of its staff, while hundreds of honorary agricultural agents willing to devote some of their time to the work of persuading agriculturists to adopt agricultural improvements are being appointed. The organisation of the supply of new and improved varieties of seed and the improvement of live-stock were two branches of the Department's work which were particularly active during the year. Investigations into marketing were made by the Professor of Agricultural Economics at the College of Agriculture and numerous reports were made and submitted to the Agricultural Marketing Adviser to the Government of India. The scientific work and research necessary to find out improvements in all branches of agriculture continued to be carried on in numerous Government research stations and experimental farms and at the Poona Agricultural College.

The expenditure of the Agricultural Department during the year under report was Rs. 11·60 lakhs as against Rs. 11·43 lakhs in the preceding year, The receipts amounted to Rs. 2·28 lakhs as compared with Rs. 2·07 lakhs in the previous year.

Public Instruction.—A wide extension of education and the reorganisation of the existing system were in the forefront of Government's policy and some of the results were reflected in the educational statistics for the year.

The total number of educational institutions increased by 431 to 15,040 and the number of pupils in them by 67,512 to 1,403,401. Out of a total of 21,668 towns and villages, 9,180 possessed schools, the average area served by each town or village with a school being 8·4 square miles. The percentage of male scholars under instruction in all kinds of institutions to the total male population was 11·36 as against 10·86 in the preceding year. The corresponding percentages of female scholars to the female population were 4·03 and 3·79 respectively. The total number of pupils under instruction in recognised institutions increased by 65,856 to 1,365,425.

Of these, 1,085,693 were Hindus, 172,776 Muhammadans, 42,632 Indian Christians, 17,619 Parsis and 5,188 Europeans and Anglo-Indians. The rest numbered 41,517 and comprised 37,929 Jains, 605 Sikhs and 2,983 Jews and others. The total expenditure on public instruction amounted to Rs. 386·17 lakhs of which 41 per cent. was met from Government funds and the rest from Board funds, fees and other sources. Primary schools absorbed over Rs. 182 lakhs, exclusive of expenditure on inspection, construction and repairs.

The number of primary schools for boys increased by 328 to 11,751 and the number of pupils in them by 41,828 to 1,005,910. The number of primary schools for girls also increased by 15 to 1,493 and the number of pupils (boys and girls) in them by 9,382 to 185,599. The total number of girls under instruction in primary schools for boys and girls was 304,150, an increase of 17,089. The total direct expenditure on primary schools was Rs. 182·4 lakhs as against Rs. 177·3 lakhs in 1936–37.

The number of secondary schools increased by 37 to 676 and the pupils in them by 11,309 to 138,396. The expenditure on secondary schools increased by Rs. 3·5 lakhs to Rs. 86·4 lakhs.

The number of students in the arts and professional colleges also showed increases.

Law and Justice.—During the period between 1st April 1937 and the 31st March 1938 fourteen Acts were passed by the Bombay Legislature and, having received the assent of His Excellency the Governor or His Excellency the Governor General as the case required, became law. They dealt with a variety of subjects including the removal of the existing disqualifications against membership of the Provincial Legislature applicable to certain posts which were technically offices of profit under the Crown ; fixing the salaries of Ministers and the President and the Speaker of the Legislatures as well as members' salaries and allowances ; the abolition of nominations in the case of Local Boards, etc. One short but important Bill enacted that a tax proposed in any Bill should become leviable from the

date on which the Bill was published if Government made a declaration to that effect.

During the year 1937 the total number of original suits decided by the High Court was 2,659 and the number left undisposed of at the end of the year was 1,571. In the mofussil civil courts the number of suits instituted was 141,371, a decrease of 11,414 in the figure of the previous year. The total number of suits disposed of was 150,244, while 66,121 were left pending at the end of the year. The Bombay Small Causes Court dealt with 33,988 cases and left 5,958 pending.

On the criminal side 311,112 offences were reported during the year, an increase of 20,425 over 1936. Of the total cases under enquiry 303,923 were found to be true. The number of cases brought to trial before the courts of the Presidency Magistrates including the Honorary Magistrates was 168,514. The Magistrates disposed of 161,953 cases leaving 6,561 pending. The number of persons under trial before the mofussil tribunals was 208,552. Of these the cases of 1,113 were committed to the Sessions or referred to higher authorities and 186,611 were finally disposed of. The Court of Sessions in the mofussil dealt with 1,973 persons, while the High Court dealt with 141 persons at its sessions.

Police and Crime.—The report of the Inspector General of Police covers the calendar year 1937, although most of the other reports are for the financial year from 1st April 1937 to 31st March 1938. The effect of the change of Government was, however, as noticeable in the field of law and order as in other branches of the administration. The Inspector General refers to the great improvement in the relations between the Police and the public. Every effort was made to give full effect to the policy of Government in respect of corruption and strict orders were issued to discourage the whitewashing of those guilty of malpractices.

The total number of cognizable and non-cognizable offences reported during the year was 152,815 as against 142,925 in 1936. The total number of cognizable cases dealt with by the Police *suo motu* during the year was 29,225, while those dealt

with by Magistrates direct amounted to 10,119, giving a total of 39,344 as against a total of 36,882 in 1936. The total non-cognizable crime numbered 113,471 as against 106,043 in 1936. The total number of undetected cases during the year under report was 6,610 as against 5,989 in 1936.

Out of 16,362 cases decided by trial, 15,435 ended in conviction as against 14,423 out of 15,231 cases tried in 1936. The percentage of cases convicted to those tried was 94·33 as against 94·69 in 1936.

The value of property stolen in 1937 in connection with cognizable cases was Rs. 7·95 lakhs against Rs. 7·74 lakhs in 1936, the corresponding figures of the value of property recovered being respectively Rs. 2·36 lakhs and Rs. 2·49 lakhs.

The sanctioned strength of (*a*) officers below the rank of Deputy Superintendent of Police and (*b*) men, stood at (*a*) 727 and (*b*) 17,488 respectively as against (*a*) 725 and (*b*) 17,508 in the year before. The cost of the Police, including the Railway Police and the clerical establishment, for the financial year 1937–38 was Rs. 98·35 lakhs as against Rs. 98·51 lakhs in 1936–37. The proportion of Police to area, population and cognizable crime investigated, was one policeman to 4·51 square miles, 2·30 Railway miles, 921 persons and 1·48 cognizable crime investigated.

Bombay City Police.—The disturbances at the end of May 1937 affected the total number of cases dealt with by the Police under various local Acts, but the total number of offences showed an increase over 1936. No fewer than 92·28 per cent. of the cases classified as true resulted in conviction, the actual number being 123,524, while the percentage of non-detection was 2·54, a slight increase over the previous year. Of the 137,278 persons prosecuted during the year, 126,373 were convicted.

The total permanent strength of the police force at the close of the year was 4,568 as against 4,565 in 1936. The population of the City according to the census of 1931 is 1,161,383 and the proportion of crime to population on these figures stood at 1 to 8·67 as compared with 1 to 8·47 in 1936. The proportion

of crime to each police unit stood at 29·33 as compared with 30·04 in 1936.

Public Health.—An excess of births over deaths of 236,268, a decrease in the infant mortality rate from 166·08 to 160·74 and a decrease in the infant deaths per 100 of total deaths from 24·79 to 23·77 were features of the year.

There was a slight decrease in the death-rate of the Province 27·50 per mille in 1937 as against 27·73 in 1936. The rates based on estimated population also showed an improvement. During 1937 the death-rate calculated on estimated population was 25·44 against 25·96 in 1936. In the birth-rate based on estimated population (37·63) there was a decline of 1·14 over the preceding year. A comparison of the figures of deaths under several heads with the mean of the previous five years 1932 to 1936 showed that there was a decrease in the mortality rates under small-pox, plague, fevers and injuries. Cholera, respiratory diseases, dysentery and diarrhœa and other causes recorded a rise.

Among the civil Indian population of 17,932,368 according to the 1931 census 729,476 births were registered showing a decrease of 12,855 over the figures for 1936. The birth-rate for the year for the Province was 40·68 against 41·40 in the previous year. The birth-rate on the estimated population for the year worked out to 37·63. The proportion of male to female births was 106·62 to 100. Still-births numbered 12,050 as against 12,515 in the previous year. The year under report showed a decrease in the recorded deaths as compared with the previous year. The total number of deaths registered was 493,208 in 1937, 497,278 in 1936, the quinquennial average being 488,643. The proportion of male to female deaths was 105·26 to 100. The recorded death-rate for the Province worked out to 27·50 per mille ; it was 27·73 in 1936, the quinquennial mean being 27·25. The death-rate, calculated on the estimated population for the year, was 25·44. In Bombay city the birth and death rates were 30·29 and 26·33. The Provincial infant mortality rate was 160·74 against 166·08 in 1936. Deaths due to child-birth numbered 3,093 against 3,203 in 1936.

Deaths among all Indians totalled 493,208, cholera being responsible for 10,992, small-pox for 1,810, plague for 506, fevers for 164,130, dysentery and diarrhœa for 28,094, respiratory diseases for 111,487, injuries for 7,065 and all other causes for 169,124 deaths.

Salt.—The quantity of salt consumed in the Province was 41·16 lakhs maunds as against 40·88 lakhs maunds in the preceding year, the average consumption per head being 13·9 lbs. The quantity of salt issued free of duty to various industrial concerns amounted to 1·19 lakhs maunds. The concession of private manufacture of salt, as well as use of natural salt, was extensively taken advantage of in Surat, Ratnagiri and Kanara districts and in portions of Thana and Kolaba districts.

The revenue from this commodity and the department which collects it are the responsibility of the Government of India, who derived a net revenue of Rs. 183·69 lakhs from the salt made or imported into the Province, the total expenditure being Rs. 17·58 lakhs.

Excise.—One of the departments of the administration immediately affected by the policy of the new Government was Excise, because early steps were taken to enforce prohibition. During the year under review several dry areas were constituted. They included Ahmedabad City, Cantonment and 27 adjacent villages. Within these dry areas no shops for the retail sale of liquor were allowed. The results of the prohibition policy were not much reflected in the excise revenue for the year under review, as the decrease was only Rs. 3·82 lakhs, the total revenue being Rs. 318·85 lakhs ; while there was actually a slight decrease in expenditure which was Rs. 31·08 lakhs against Rs. 32·93 lakhs in the previous year. The revenue under country spirit decreased slightly to Rs. 154·44 lakhs, although there was a slight increase in consumption to 1,131,092 proof gallons. There was also an increase in the consumption of toddy, although the revenue decreased from Rs. 71 lakhs to Rs. 66·46 lakhs, the consumption being 132 lakhs gallons. The revenue from foreign liquors amounted to Rs. 33·30 lakhs,

and there was a considerable increase in the consumption of fermented liquors, the quantity consumed being 981,087 bulk gallons. Government had a revenue from intoxicating drugs of Rs. 17·36 lakhs, and from opium a net profit of just over Rs. 8 lakhs. The number of excise offences detected was 7,124 as against 7,806 in the preceding year.

Taxes on Income.—The improvement in trade continued during the year 1936–37, on the profits and gains of which income-tax and super-tax for the year 1937-38 were assessed. The total income assessed to income-tax was Rs. 43 crores as against Rs. 40 crores (excluding lower incomes which are now exempted from the tax) in the preceding year. The total income-tax demand, including surcharge, was Rs. 432·28 lakhs as against Rs. 409·16 lakhs in the preceding year, while the collections were Rs. 366·74 lakhs against Rs. 331·69 lakhs. The total super-tax demand was Rs. 105·72 lakhs as against Rs. 92·27 lakhs in the preceding year, while the collections were Rs. 111·63 lakhs as against Rs. 83·79 lakhs.

Stamps.—The total revenue realised from the sale of judicial and non-judicial stamps amounted to Rs. 156·67 lakhs as against Rs. 148·37 lakhs in the preceding year. Out of the amount received during the year Rs. 83·21 lakhs were collected under the Stamp Act and Rs. 73·46 lakhs under the Court Fees Act. The total charges amounted to Rs. 3·76 lakhs as against Rs. 3·51 lakhs in the preceding year. Bombay City was responsible for a collection of Rs. 31·45 lakhs on account of judicial stamps as against Rs. 33·14 lakhs in 1936–37. There were three prosecutions for breach of the Stamp Act and fines aggregating to Rs. 105 were imposed. Collectors dealt with 4,854 cases of insufficiently stamped or unstamped instruments, and duty and penalty amounting to Rs. 3·45 lakhs were realised.

Forests.—The 13,000 square miles of forests are an invaluable asset to the Province not only as a natural resource which regulates the effects of climatic conditions and preserves cultivable areas, but as a commercial proposition. The Department showed a surplus of nearly Rs. 16 lakhs, a decrease of several lakhs over the previous year, which was chiefly due

to the abolition of the grazing fee. The Chief Conservator points out in his report that the abolition of this fee has provided the Department with a difficult problem. The fee charged was trifling but it had some effect in the control of the number of animals admitted to graze. In many forest areas over-grazing with its accompanying evil of erosion and general deterioration is now going on and some system of control to prevent the acceleration of the process is urgently needed. During the year a number of additional privileges were given to villagers residing in the neighbourhood of forests.

The outturn from all sources of forest produce during the year was timber 6,269,000 cubic feet, fuel 46,677,000 cubic feet, sandalwood worth about Rs. 1·21 lakhs and minor produce worth about Rs. 27·42 lakhs.

Co-operative Movement.—The unfavourable condition of the agricultural season accentuated by continuous trade depression and low prices was reflected in the repaying capacity of the agriculturists. The total overdues in agricultural credit societies, amounting to 63 per cent. of the total demand, act as a clog to the proper working of the rural credit machinery, but the process of rehabilitation which is now in progress and which aims at liquefaction of frozen dues holds out fair prospects of improvement of the position in this respect. The fresh finance amounted to Rs. 68 lakhs as against Rs. 78 lakhs in the previous year. The working capital and particularly the share capital and reserve fund both in agricultural and non-agricultural credit societies recorded a satisfactory increase. Of the 65 societies which came into existence during the year, 12 were agricultural credit societies including one multi-purpose society. The unusually small number of fresh registrations is due to the stricter scrutiny exercised in the case of all fresh proposals for registration.

The progress in the development of agricultural non-credit societies continued to be satisfactory. The Cotton Sale Societies have established their reputation as an effective agency for securing better prices to the cotton growers. The registration of more Taluka Development Associations was

not encouraged as the policy now advocated is to encourage the formation of "Better farming" societies where the demand for a taluka development association is forthcoming.

The failure of the Nasik District Central Co-operative Bank, Limited, which was ordered to be wound up at the close of the year was a disquieting feature of the year under report. The Kaira District Central Co-operative Bank which was also similarly situated was ordered to be wound up after the close of the year. The failure of these two banks had, however, no repercussions on the working of other Central Banks. The Bombay Provincial Co-operative Bank continued to be well managed and there was a larger demand for the investment of the Bank's funds in the movement itself. In the realm of long term finance sanction was accorded to the Provincial Co-operative Land Mortgage Bank to float its first series of debentures for Rs. 20 lakhs at 3¼ per cent. The Bank sanctioned loans to the primary land mortgage banks to the extent of over Rs. 7 lakhs, the bulk of the loans being for redemption of old debts.

On the non-agricultural side of the movement the year under report witnessed a further increase in the number of societies. The owned capital, deposits and working capital also recorded a satisfactory increase. The Urban Banks in particular have contributed materially to the development of trade and industry by the provision of adequate finance and grant of facilities for remittance of funds and have popularised banking habits in urban areas. The Bombay Co-operative Insurance Society made satisfactory progress and the consumers' movement also showed some signs of improvement. The Housing Societies situated at Ahmedabad continued to forge ahead, but in the societies in Bombay the heavy costs incurred in the initial stages coupled with the fall in income owing to continued economic depression acted as a drag on their successful working.

The scheme for Co-operative Training and Education subsidized by the Government of India continued to be in operation throughout the year.

During the year under report the position of the co-operative movement in all its aspects was reviewed by a Joint Committee consisting of the Registrar and Mr. V. L. Mehta with a view to devise measures for its rehabilitation and development. Government has passed orders on several recommendations made by the Committee and others are under consideration. Steps taken to put these measures into operation hold out fair prospects of a revival of the movement and its healthy growth both in the rural and urban areas.

Bombay Port Trust.—The result of the year's working was a surplus of Rs. 23·58 lakhs on general account as compared with a surplus of Rs. 14·74 lakhs in the previous year. In spite of reduction of surtax from 12½ per cent. to 8⅓ per cent. there was an increase in earnings, mainly under wharfage fees at the docks and bunders, ground and shed rents at the docks, and rents realised from lease-hold and monthly tenancies. The trustees continued their policy of granting relief to trade by reducing rates and charges wherever possible and sanctioned, with effect from 1st January 1938, revised docks schedules of wharfage fees, in consultation with local commercial bodies. The receipts during the year amounted to Rs. 255·14 lakhs as compared with Rs. 247·53 lakhs in the previous year, while the expenditure decreased from Rs. 232·52 lakhs to Rs. 231·46 lakhs, the ratio of working expenses to revenue being 48·15 per cent.

The cargo handled at the docks and bunders amounted to 5,532,000 tons, an increase of 72,000 tons over that of the previous year. Imports accounted for 58 per cent. and export 42 per cent. of the total tonnage. The increase in tonnage was equivalent to 1·3 per cent., imports increasing by 7 per cent. and exports decreasing by 5·6 per cent.

Vessels which entered the docks or were berthed at the Harbour walls (excluding Ferry steamers) totalled 1,866, with an aggregate tonnage of 5,001,521 net register as against 1,954 vessels with a tonnage of 4,998,513 in the previous year. The dry docks were occupied by 150 vessels with a total tonnage of 579,921 tons. The Docks Hamallage (Labour) Branch dealt with all demands for labour and the attendance of the labourers

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continued to be satisfactory. The average number engaged daily was 1,979 and the maximum employed on a single day was 3,623. The total volume of goods handled by Port Trust labour during the year was 3,001,680 tons, the inclusive labour charges averaging 3·7 annas per ton. In regard to the land estates there was an increased demand for accommodation from the grain and seeds trade and a large shed at Powder Works Bunder was let for storage of grain.

PART II

CHAPTER I

ADMINISTRATION OF THE LAND

LAND RECORDS

THE functions of the Land Records Department are to provide the statistics necessary for sound administration in all matters connected with the land, to reduce, simplify and cheapen litigation in the revenue and civil courts, to provide a record of rights for the protection of all who hold interests in land and lastly to simplify and cheapen periodical settlement operations. Survey and classification of land, and a full record maintained not spasmodically but from day to day as every change occurs, are indispensable for the assessment and collection of land revenue. This is a task which is never completed. It extends to the cities as well as the countryside and forests. Uninteresting and tedious as much of its work must be, nevertheless, the work of the Land Records Department lies as the woof and warp underneath all the elaborate material of which Provincial administration is composed.

The main function of the Department is to maintain all survey and classification records up to date and for this purpose to carry out field operations preliminary to the incorporation of changes in these records. It has further to organise and carry out rural and city surveys and maintain them in a state of usefulness. Special surveys for private individuals or bodies such as relate to inam villages, surveys in connection with Railway or Municipal or Local Board projects, etc., and surveys on behalf of other Departments of Government and sometimes even Indian States are also undertaken. The supervision of the preparation and the maintenance of the record of rights, the periodical inspection of boundary marks and the introduction of revision settlements complete the function of the Department.

An important innovation by this Department was the introduction of the new combined village form VII and XII which gives statistics about rents, tenancies, etc., and provides the data for the preparation of electoral rolls.

The superior staff of the Department consists of a Director of Land Records, two Superintendents of Land Records and District Inspectors of Land Records. The Director of Land

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Records is also the Inspector General of Registration and Registrar General of Births, Deaths and Marriages. He is also the controlling officer for the Government Photo Zinco Press, Poona. The districts in the three Divisions are distributed into three Circles. The Central Circle, with headquarters at Poona, is immediately under the Director of Land Records, while the Northern and the Southern Circles with headquarters at Ahmedabad and Belgaum, respectively, are under the Superintendents of Land Records, N. C. and S. C.

The subordinate staff of the Department is divided into three sections—

(*a*) the district staff of Circle Inspectors under the Collectors,

(*b*) the cadastral survey staff (including city survey staff) under the District Inspectors of Land Records, and

(*c*) staff in District Survey offices, who keep all the survey records up to date.

The Superintendents and the District Inspectors of Land Records supervise all the three sections, but in respect of (*a*) their function is rather to advise and assist while the actual orders are given by the Revenue Officers. As to (*b*) and (*c*) the administration is direct.

A complete record of rights and interests in lands has been prepared for all unalienated and many alienated villages throughout the Province and steps are being taken to prepare it for the remaining alienated villages where arrangements for its maintenance are possible without extra cost. The record has proved of great value to the land revenue administration and to the public at large who are not slow in realising its importance as an authentic record of their titles.

The ordinary work of the Department was carried on during the year, particularly, routine measurement work in all the Divisions of the Province. A temporary staff was employed on various measurement works in several districts.

No revision surveys for the purpose of settlement were undertaken during the year, except in the case of Anik, a village in the Bombay Suburban District. All the measurement work in this village is finished and classification work of about 109 survey numbers remains to be done.

No revision settlements of Government villages were undertaken during the year. No settlement proposals—whether original or revision—for inam villages were submitted during the year. The reclassification work of fallow garden lands sanctioned by Government is in progress.

City surveys form an important part of land records. Such surveys have now been introduced in Bombay City and in most of the important cities and towns in the Province. Suitable arrangements have also been made for the maintenance of city survey records. No new city survey operations are now taken up as it is found more and more difficult to make cheap and suitable arrangements for their maintenance. If, however, the Municipality or other local body agrees to advance the estimated cost, city survey operations are taken up under orders of Government, the amount advanced being refunded from the sanad fees recovered from property holders. Maintenance of these new city surveyed towns is, however, not undertaken.

The city survey maintenance staff in large towns earns sufficient revenue to pay its cost ; in smaller towns it is hardly self-supporting. To remedy this to some extent two or more of the smaller towns are put in charge of one maintenance surveyor or cadastral survey work within a certain limit of the city survey area is entrusted to the maintenance surveyor. The system of writing the Property Register on cards is being gradually extended to all the old city surveys which are under regular maintenance.

The introduction of a city survey in Savada in East Khandesh district was completed during the year. No fresh city survey operations were undertaken during the year.

GUJARAT TALUKDARS ACT

Under the provisions of various Acts, including the Gujarat Talukdars Act, the Court of Wards Act, the Guardians and Wards Act, etc., Government is empowered to take over the management of estates whose owners, by reason of minority, incapacity, etc., are not considered capable of looking after them. A large number of these is in the Ahmedabad District where in all there are six estates managed by the Collector who is also Talukdari Settlement Officer.

The Jama demand of the district for the year, including past arrears, was Rs. 6·37 lakhs, out of which Rs. 4·90 lakhs were recovered. The total rental demand of the estates under management, including arrears of past years, was about Rs. 1·99 lakhs, out of which about Rs. 83,000 were collected.

There were 29 sons of Talukdars receiving education at the Talukdari Hostel at Dhandhuka at the close of the year as against 28 last year.

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No estate was released from management and none was taken under management during the year.

COURT OF WARDS ACT

The Bombay Court of Wards Act was passed in 1905. Under this Act the Commissioners of Divisions are the Courts of Wards for the limits of their Divisions. With the sanction of Government, they assume superintendence of estates of landholders who, on account of minority or physical or mental defects or infirmity, are not qualified to manage their property and also on application by the landholders of estates that are heavily indebted. Arrangements are also made for the education of minor wards.

CHAPTER II

LAW AND JUSTICE

BOMBAY LEGISLATURE

The constitution of the Bombay Legislature has been radically altered with the coming into force of the provisions of the Government of India Act, 1935, from 1st April 1937. The Bombay Legislature consists of two Chambers, the Bombay Legislative Assembly and the Bombay Legislative Council. There are 175 members in the Bombay Legislative Assembly elected as follows :—

Constituencies	Seats
General	115
Muhammadan	29
Women	6
Anglo-Indian	2
European	3
Indian Christian	3
Commerce and Industry	7
Landholders	2
Labour	7
University	1
Total ..	175

Of the 115 general seats, 15 are for the Scheduled castes, 7 for the Marathas and one for the Backward Tribes.

The Bombay Legislative Council consists of 30 members, of whom 26 are elected and 4 nominated. Out of the 26 seats for elected members 5 are Muhammadan seats and one a European seat.

All British subjects, Rulers and subjects of Federated States and, subject to prescribed conditions, the Rulers and subjects of any other Indian States who are over the age of 21 years and possess the necessary property and other qualifications are, subject to certain minor exceptions, entitled to vote in general constituencies. Besides these, persons are entitled to vote if they possess the necessary educational qualification or the qualification by reason of service in His Majesty's Forces. The provisions as to franchise to the two Chambers are given in

detail in the Sixth Schedule to the Government of India Act, 1935, the Government of India (Provincial Legislative $\frac{\text{Assemblies}}{\text{Councils}}$) Order, 1936, and the Bombay Legislative $\frac{\text{Assembly}}{\text{Council}}$ Electoral (Preparation, Revision and Publication of Electoral Rolls) Rules, 1936.

The Assembly unless dissolved sooner shall continue for five years from the date of its first meeting. The Council is a permanent body not subject to dissolution but one-third of its members shall retire in every third year. The two Chambers are required to be summoned to meet at least once in every year.

Legislation.—The extent of the power of the Bombay Legislature to make laws for the Province of Bombay or for any part thereof is defined by section 100 of the Government of India Act, 1935. Subject to the special provisions with respect to financial Bills, a Bill may originate in either Chamber of the Legislature. A Financial Bill cannot be introduced in the Council. For introducing a Financial Bill in the Assembly the recommendation of the Provincial Government is required under section 82 (1) and (3). Certain Bills cannot be introduced without the previous sanction of the Governor or the Governor General, as the case may be. The Bills which require the previous sanction of the Governor General are specified in section 108 (2). The most important provisions under which Bills require the previous sanction of the Governor are sections 108 (2), 119 (1), 167 (2) (*b*), 226 (2), 267 Proviso (*a*), 271 (1) and 299 (3).

A Bill is deemed to have been passed by the Legislature when it has been agreed to by both Chambers, either without amendments or with such amendments only as are agreed to by both Chambers. A Bill passed by the Legislature may be assented to by the Governor or he may withhold his assent therefrom or he may reserve it for the consideration of the Governor General. In the latter case the Governor General may declare either that he assents in His Majesty's name to the Bill or that he withholds assent therefrom or that he reserves the Bill for the signification of His Majesty's pleasure thereon.

Financial Powers.—The Budget or annual financial statement of the estimated receipts and expenditure of the Province is every year laid before the two Chambers. Except expenditure charged on the revenues of the Province, the other expenditure is subject to the vote of the Assembly. Even in the case of expenditure charged on the revenues of the Province, the

Assembly can discuss the estimates other than those relating to expenditure for the salary and allowances of the Governor and other expenditure relating to his office for which provision has been made by an Order in Council. If the Assembly has refused to assent to any demand for a grant or have assented to such a demand subject to a reduction of the amount specified therein the Governor may, if in his opinion the refusal or reduction would affect the due discharge of any of his special responsibilities, include in the Schedule of authorised expenditure such additional amount, if any, not exceeding the amount of the rejected demand or the reduction, as the case may be, as appears to him necessary in order to enable him to discharge that responsibility.

On a day fixed by the Governor under rule 18 of the Bombay Legislative Chambers (Governor's) Rules the further statement of expenditure is submitted to the vote of the Assembly. If in respect of any financial year money has been spent on any service for which the vote of the Assembly is necessary in excess of the amount granted for that service and for that year, a demand for the excess amount is submitted for the vote of the Assembly under rule 19 of the Governor's Rules. If in respect of any financial year further expenditure from the revenues of the Province becomes necessary over and above the expenditure theretofore authorised for that year a supplementary statement of expenditure is submitted to the vote of the Assembly under rule 20 of the Governor's Rules.

The Council is at liberty to discuss the Budget, further statement of expenditure, excess grants and supplementary statement of expenditure but no motion can be moved in the Council nor can they be submitted to the vote of the Council.

Resolutions and Questions.—After non-official Bills have been disposed of, any member may during the remaining time allotted to non-official business subject to the provisions of rule 11(3) of the Bombay Legislative Assembly or Council Rules, as the case may be, move a Resolution on a matter of general public interest. Fifteen clear days' notice of such resolution must be given before the date appointed for the session.

Every Resolution must be in the form of a specific recommendation to Government. The Governor may before the Resolution is moved inform the Speaker that he disallows any resolution or any part of a resolution on the ground that it relates to or affects the discharge of any of his functions in so far as he is by or under the Government of India Act, 1935, required to act in his discretion or exercise his individual judgment.

Resolution on any matter connected with the relations between His Majesty or the Governor General and any Foreign State or Prince, or regarding the personal conduct of the Ruler of any Indian State or of a member of the ruling family thereof or on any matter connected with any Indian State cannot be moved save with the consent of the Governor. No Resolution can be moved in regard to any matter which is under adjudication by a Court of Law having jurisdiction in any part of His Majesty's Dominions. The Speaker may disallow any resolution on the ground that it relates to a matter which is not primarily the concern of the Provincial Government or that it does not comply with any of the Rules.

Questions for the purpose of obtaining information on a matter of public concern may be asked. A question may be disallowed on any of the grounds on which a resolution on the subject might have been disallowed, and also on certain other grounds of which the most important are that it must not be in substance a suggestion for any particular action, nor ask for an expression of opinion.

Course of Legislation.—During the period between the 1st of April 1937 and the 31st of March 1938, fourteen Acts were passed by the Bombay Legislature and, having received the assent of His Excellency the Governor or His Excellency the Governor General, as the case required, became law.

They were as follows :—

Act No. I of 1937 [*The Bombay Legislature Members (Removal of Disqualifications) Act,* 1937] specifies the offices of profit under the Crown in India which will not disqualify their holders from being chosen as or for being members of the provincial legislature.

Act No. II of 1937 (*An Act to provide for the salaries of the President and the Deputy President of the Bombay Legislative Council and of the Speaker and the Deputy Speaker of the Bombay Legislative Assembly and certain other matters*), *Act No. III of* 1937 (*An Act to provide for the salaries and allowances of Members of the Bombay Legislature*), and *Act No. IV of* 1937 (*An Act to provide for the salaries of the Ministers of the Government of Bombay and certain other matters*), were all passed to carry out the purposes mentioned in their respective titles.

Act No. V of 1937 (*An Act to amend the Bombay Weights and Measures Act,* 1932) placed all the local bodies on the same footing in relation to the contribution they had to make to Government from the fees levied by them under the Bombay Weights and Measures Act, 1932, and required them to credit

to Government only the balance of fees levied by them after deducting their expenses.

Act No. VI of 1937 (*An Act to amend the Indian Limitation Act,* 1908, *in its application to the Province of Bombay*) raised the period of limitation for summary suits from one year to three years.

Act No. I of 1938 (*An Act to amend the Bombay Local Boards Act,* 1923) abolished nominations in the case of all local boards and gave elective representation by means of reservation of seats in joint electorates to Harijans and backward tribes and, where necessary, to women and to minority communities for whom, separate constituencies have been formed in the legislatures under the Government of India Act, 1935. It also gives an option to the Muhammadan voters in any Muhammadan constituency, after making a declaration, by a majority, that the said Muhammadan constituency be abolished, to have representation in general constituencies.

Act No. II of 1938 [*The City of Bombay Municipal* (*Amendment*) *Act,* 1938] was enacted with a view to raising the standard of efficiency in the audit of accounts of the Bombay Municipal Corporation. The Act introduces new provisions under which the audit of the municipal accounts will be conducted by a separate department under the charge of a permanent municipal Chief Auditor to be appointed by the Corporation.

Act No. III of 1938 (*An Act to provide for the extension of the term of office of the members of the Bombay Municipal Corporation*) extended the term of office of the existing members of the Corporation by one year, to avoid a fresh election pending the contemplated revision of the Act to widen and readjust the existing franchise of the Corporation and to revise its constitution with the object of placing it on a more democratic basis.

Act No. IV of 1938 (*The Bombay Provisional Collection of Taxes Act,* 1938) was enacted to provide that in cases in which Government make a declaration to that effect, the tax proposed in the Bill shall become leviable from the day on which the Bill was published.

Act No. V of 1938 [*The City of Bombay Municipal* (*Second Amendment*) *Act,* 1938] made various amendments in the several sections of the City of Bombay Municipal Act, 1888. The more important of them were designed—

(1) to give power to take certain measures for the eradication of malaria ;

(2) to rectify certain defects in connection with the water supply in order effectively to carry out anti-malarial measures ;

(3) to give power to the Corporation to issue revised debentures ; and

(4) to extend the powers of the Standing Committee and the Municipal Commissioner in the matter of re-appropriation of budget grants.

Act No. VI of 1938 [*An Act to amend the Tobacco Duty (Town of Bombay) Act,* 1857, *and the Bombay (District) Tobacco Act,* 1933] amended the two Acts. The object of amendments in the first Act is to increase the licence fee in the City of Bombay, and to levy it according as the tobacco is of an inferior or of a superior kind. The amendments in the second Act are designed to make the Act permanent and to shift the main burden of the licence fee generally from the retailer to the wholesale dealer.

Act No. VII of 1938 (*An Act to amend the Bombay Finance Act,* 1932) continued for one more year the Bombay Finance Act of 1932 containing provisions for the imposing of an electricity duty and for varying fees under the Court Fees Act and the duties under the Indian Stamp Act. As regards the electricity duty, power was taken to raise the existing duty of half an anna per unit of energy consumed by lights and fans to three-quarters of an anna in certain selected areas. In regard to the stamp duties, the duty on notes or memorandum of agreement both between brokers and principals, and between principals and principals, was doubled, that is, instead of 2 annas for every Rs. 5,000, it was raised to 2 annas for every Rs. 2,500. It also subjected to duty transactions between brokers acting on their own account which had escaped taxation altogether.

Act No. VIII of 1938 (*An Act to provide for the temporary relief of small holders in the Province of Bombay*) was enacted to postpone the execution of decrees passed against small agriculturists up to 1st April 1939.

Government Bills.—Fourteen Bills were published and introduced in the Legislature during the period under report, and became Acts. Five were only published, one passed its first reading, and one its third reading in the Assembly and was transmitted to the Council, but they did not reach their further stages during the said period. In the case of one Bill the assent of His Excellency the Governor was awaited, while two were referred to a Select Committee.

Private Bills.—Eighteen Bills were introduced and published during the period under report. Of these, the consideration of the motion for the first reading of one Bill was, after discussion, postponed *sine die.* Five were lost at their first reading,

one was withdrawn, and in one case the first reading was moved and partly discussed, but the Bill was not further proceeded with during the period under report. Ten other Bills, though introduced and published, did not reach their further stages during the period under report.

The Budget for the year 1937–38 was presented to the Assembly on the 17th August 1937, and twelve days were allotted for the discussion of demands for grants. No motion to reduce or omit grants was carried ; but the new Government which took office in July 1937, while moving the Demand under 25, General Administration, asked for Rs. 26,000 less than the figure originally printed in the Budget, the Rs. 26,000 referred to being the amount shown, in the Budget as presented, as estimated expenses in respect of elections to the Federal Legislature (if held during that year). The Budget was also duly presented to the Council as required by law.

The Budget for 1938–39 was presented to the Assembly on the 25th February 1938, and twelve days were allotted for the discussion of demands for grants. No motion to reduce or omit grants was carried ; but the demand under 43, Industries, was reduced by Rs. 71,000 by Government on the floor of the House. The Budget was also duly presented to the Council as required by law.

Amendments to Standing Orders and Rules.—Draft Rules for regulating the procedure and the conduct of business of the Legislature were framed by Committees specially appointed for the purpose and were presented to the two Houses ; but they did not reach the discussion and further stages during the period under report.

Eight Government Motions or Resolutions were moved in the Assembly and carried ; five were moved in the Council and carried.

Four non-official Resolutions were carried in the Assembly, one was lost, and one talked out. In the Council three were carried, three postponed and five withdrawn.

Two motions for adjournment of the House were moved in the Assembly and lost ; while in the case of three others, the House refused leave. No motion for adjournment of the House was moved in the Council.

Condolatory references were made in the Assembly and in the Council to the deaths of the Thakor of Kerwada, Sir Charles Turner and Mr. B. G. Pahalajani. Reference was also made to the death of Mr. Abdul Satarkhan Inamdar, in the Council.

ADMINISTRATION OF JUSTICE

The High Court, consisting of a Chief Justice, nine Puisne Judges and three temporary additional Judges, has both ordinary and extraordinary civil and criminal jurisdiction and exercises original and appellate functions. The appellate Judges of the High Court also supervise the administration of justice by Subordinate Civil and Criminal Courts. Ordinary original jurisdiction is exercised in matters both civil and criminal, which arise within the limits of the Town and Island of Bombay, but the High Court may in Civil cases remove and itself try any suit brought in any Court under its superintendence, and, in criminal cases, exercise jurisdiction over all persons residing in any place whose Courts are subject to the superintendence of the High Court.

In the Mofussil, the administration of civil justice is, in addition to the High Court, entrusted to four grades of Courts, those of District and Assistant Judges and of two classes of officers styled, respectively, First and Second Class Subordinate Judges.

The Small Causes Court.—For the more easy recovery of small debts and demands, Courts invested with summary powers have been established in the City of Bombay and in Ahmedabad and Poona. The Judges of the mofussil Small Causes Courts have jurisdiction in money suits within the towns where the Courts are situated up to Rs. 500 in value and their decisions are final, save in so far as they are subject to reference on points of law to the High Court or to the supervision of the High Court in its extraordinary jurisdiction. The jurisdiction of these Courts may be extended to Rs. 1,000. The Bombay Small Causes Court has cognisance in suits not exceeding Rs. 2,000 in value arising within the Island of Bombay.

Criminal Courts.—District and Assistant Judges under the title of Sessions Judges, Additional and Assistant Sessions Judges exercise criminal jurisdiction. But the executive district officers, who in addition to their revenue duties, are invested with magisterial powers, dispose of original criminal work to a great extent. There are under the provisions of the Criminal Procedure Code, in addition to the High Court, four grades of Criminal Courts—those of the Magistrates of the Third, Second and First Class, respectively, and the Courts of Sessions.

CIVIL JUSTICE

The Judicial Staff employed in the Province on 31st December 1937 and engaged partly or wholly in civil cases consisted of ten permanent High Court Judges and three temporary Additional Judges, 17 District Judges, 11 Assistant Judges (including three Assistant Judges under training), a Chief Judge and five Judges of the Bombay Small Cause Court, two Provincial Small Cause Court Judges, 22 First Class Subordinate Judges and 99 Second Class Subordinate Judges. In addition, the Registrars of the Small Cause Courts of Poona and Ahmedabad exercised the powers of a Small Cause Court Judge. There were also three Inamdars and Jahagirdars exercising the powers of a Subordinate Judge under Regulation XIII of 1830 and 82 Village Munsiffs appointed under the Deccan Agriculturists' Relief Act, XVII of 1879.

High Court.—There were 4,230 suits for disposal in the High Court on the Original Side as against 4,517 in 1936. Of these 2,659 were decided, the number left undisposed of at the end of the year being 1,571. There were 2,698 insolvency petitions for disposal. Of these 754 were decided and 1,944 remained pending at the close of the year. There were 2,387 applications for execution of decrees of which 1,784 were disposed of during the year.

The High Court disposed of 41 appeals from decrees and 35 appeals from orders on the Original Side. It also dealt with 1,812 appeals from courts subordinate to the High Court and left 2,404 pending at the close of the year.

During the year the receipts of the High Court were Rs. 23·80 lakhs on the Original Side and Rs. 2·11 lakhs on the Appellate Side, making a total of Rs. 25·91 lakhs. The total charges on the Original Side were Rs. 10·29 lakhs and on the Appellate Side Rs. 5·04 lakhs aggregating Rs. 15·33 lakhs. There is thus an excess of Rs. 10·58 lakhs in receipts over expenditure, but the receipts include Rs. 13·10 lakhs representing Probate and Administration Duty which is a tax collected through the agency of the High Court and as such forms no part of its income, while no debit is made on the expenditure side for the rent and upkeep of the High Court buildings and pensionary charges.

Bombay Small Causes Court.—The institutions in this court were 33,670 and the disposals 33,988, leaving 5,958 suits pending at the close of the year. There was an increase in the institutions of suits not exceeding in value Rs. 10 and of suits

exceeding in value Rs. 1,000 but not exceeding Rs. 2,000 while there was a decrease in the other suits. The total value of litigation showed a decrease the figure being Rs. 66·41 lakhs as against Rs. 69·61 lakhs in the preceding year. Of the 33,988 suits disposed of, 335 were decided without trial, 10,870 were decided *ex parte*, 14,573 on admission of claims, 6,650 by compromise, 1,427 after full trial, 126 on reference to arbitration and seven by transfer. Of the 33,606 applications for the execution of decrees that were before the Courts during the year (including 5,882 pending from the previous year), 29,711 were disposed of and 3,895 remained pending at the close of the year.

Mofussil Courts.—During the year under report 5,002 appeals were instituted in civil courts subordinate to the High Court, showing an increase of 473 over the previous year, while the number disposed of was 4,179 and the number remaining pending at the close of the year was 5,272. The result of appeals disposed of showed that in 594 cases or 14·2 per cent. of the whole, appeals were either summarily dismissed or not prosecuted, in 2,259 or 54 per cent. the judgments of the lower Courts were affirmed, in 459 or 10·9 per cent. they were modified, in 660 or 15·8 per cent. they were reversed and in 202 or 4·8 per cent. the appeals were remanded. The remaining five appeals were disposed of by transfer.

The number of suits instituted in these Courts in 1937 was 141,371, showing a decrease of 11,414 in the figure of the previous year. There was a decrease in money suits to the extent of nine per cent. while in title and other suits there was an increase to the extent of two per cent., the number of money suits being 115,647 as against 127,127 in 1936 and that of title and other suits 25,724 as against 25,658 in 1936. The total value of suits in 1937 amounted to Rs. 441·42 lakhs, a decrease of Rs. 31·68 lakhs from the total of 1936. The total number of suits disposed of was 150,244, a decrease of 7,101 from the figure of the previous year. The village munsiffs disposed of 12,809 suits showing a decrease of 807 suits as compared with the previous year. The suits pending at the end of the year were 66,121 as against 73,135 in the previous year. Of the pending cases 9,184 were pending for more than a year.

Out of the suits disposed of during the year, 17,506 or 11·6 per cent. were disposed of without trial, 30,836 or 20·5 per cent. were disposed of *ex parte*, 17,600 or 11·7 per cent. on admission of claims, 36,580 or 24·3 per cent. by compromise, 46,631 or 31 per cent. after full trial, 573 or 0·4 per cent. on reference to arbitration, and 518 or 0·3 per cent. by transfer.

CRIMINAL JUSTICE

The Judicial Staff employed in the Province on 31st December 1937 and engaged partly or wholly in Criminal cases consisted of ten permanent and three temporary High Court Judges, 17 Sessions Judges, six Additional Sessions Judges, two Assistant Sessions Judges, 19 District Magistrates, eight Presidency Magistrates, 382 other First Class Magistrates, 459 Second Class Magistrates, 213 Third Class Magistrates, 137 Sanitary Committees and Sanitary Boards and 426 Village Panchayats. In addition there were 18,858 Police Patils in the Province exercising powers under section 14 of the Village Police Act, 1867, of whom 424 were invested with powers under section 15 of the Act.

There were 311,112 criminal offences reported during the year, an increase of 20,425 over 1936. Of the total number of cases under enquiry, 303,923 were found to be true.

The number of cases brought to trial during the year, before the Presidency Magistrates was 24,165 and before the Honorary Magistrates was 144,349, making a total of 168,514. The aggregate number of persons under trial before the Presidency Magistrates was 174,494. Of the persons tried, 19,552 were acquitted or discharged, 148,010 were convicted, 138 were committed to the High Court, 37 died, 26 were transferred to other Provinces, four were handed over to the Military Authorities and 6,727 remained under trial at the close of the year. Of the persons tried for offences under the Indian Penal Code, 4,472 were convicted and 6,450 were acquitted or discharged. Of the persons convicted, 4,028 were punished with imprisonment, 137,930 with fine and 24 with whipping, while 5,219 convicted persons were released after admonition and 813 on probation of good conduct. One hundred and one persons were sent to the Leper Asylum at Matunga.

The aggregate number of persons under trial before the mofussil tribunals was 208,552. Of these, the cases of 1,113 were committed to the Sessions or referred to higher authorities. Of the remaining 207,439, the cases of 186,611 were finally disposed of by the various tribunals, of which 116,827 were convicted and 68,888 were acquitted or discharged, 135 persons died, 597 escaped during trial and 164 were transferred.

The Courts of Sessions dealt with 1,973 persons, of whom 909 were convicted. The death sentence was passed on 32; transportation or penal servitude on 92; imprisonment on 726; fine on 132; and whipping on 11 while 25 were ordered

to give security. The number of criminal appeals decided by courts subordinate to the High Court during the year was 2,786 as against 2,883 in the preceding year. Ninety-five cases involving 141 persons were brought to trial before the High Court sessions. Of these 95 were convicted.

REGISTRATION

The total number of registrations for the triennium 1935–37 was 261,369 as against 248,802 in 1932–34. The increase was ascribed to the growing tendency of the public to invest their idle capital in immovable property on account of reduction in proceeds derived from securities and to the fact that fluctuations in the prices of commodities had come to a stand-still.

The average number of documents, compulsory and optional, relating to immovable property rose from 243,306 in 1932–34 to 255,881 in 1935–37. These documents constitute 97·9 per cent. of the average total number of registrations. The average number of documents, relating to movable property declined from 3,686 in 1932–34 to 3,622 in 1935–37. Wills rose from 1,808 to 1,861 and authorities to adopt from 2 to 4; sales or exchanges from 123,150 to 129,162; mortgages from 73,671 to 74,288; compulsory registrable leases from 22,796 to 25,682 and optional leases from 3,884 to 3,941. In the four Deccan Districts of Poona, Satara, Sholapur and Ahmednagar, the average number of documents prepared under the Deccan Agriculturists' Relief Act was 39,749 during the triennium under report, against 42,882 for the last triennium. These transactions constitute 52·7 per cent. of the average total number of documents registered in these districts. During the triennium, the co-operative societies registered on an average 12,723 documents against 10,129 in the last. The latter includes figures for Sind also.

The total number of registrations in 1937 was 258,673 against 266,339 in 1936. The total number of compulsory and optional documents affecting immovable property decreased from 260,991 to 252,909, but their aggregate value increased from Rs. 23·41 crores to Rs. 24·11 crores. The number of Parsi marriages registered in 1937 was 604 and of that registered under the Special Marriage Act, 1872, was 180 as against 491 and 141, respectively, in 1936. The number of documents received for photography was 97,452 as against 95,193 in the previous year. No document was rejected as being unfit for photography.

The total gross income of the Department declined from Rs. 15·32 lakhs to Rs. 15·22 lakhs, while the expenditure decreased from Rs. 5·36 lakhs to Rs. 5·18 lakhs.

JOINT STOCK COMPANIES

The number of new companies registered during the year was 143, as against 167 in the previous year. Of these 143 companies, 40 were public limited, 97 were private limited and six were limited by guarantee. The number of companies in operation at the end of the year was 1,454 (of which 655 were public, 720 private and 79 limited by guarantee) as against 1,408 at the end of the previous year. The aggregate increases in the total authorised, subscribed and paid up capital were Rs. 1·42 crores, Rs. 6·50 crores and Rs. 6·83 crores respectively. Thirty-six companies incorporated outside British India established their place of business in this Province during the year as against 13 in the preceding year. The number of documents registered during the year was 7,230 as against 5,300 in the previous year. The total receipts were about Rs. 61,000 and the expenditure Rs. 29,000.

The number of Societies registered under the Societies Registration Act during the year was 35 as against 37 in the preceding year. The total number of Provident Insurance Societies registered under the Provident Insurance Societies Act at work at the end of the year was 52 as against 57 at the commencement of the year. The number of firms registered during the year under the Indian Partnership Act was 1,199 bringing the total number of firms registered since the introduction of the Indian Partnership Act, 1932, to 9,903.

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CHAPTER III

POLICE AND CRIME

THE Police force consists of two distinct bodies, stipendiary and the village police. The stipendiary force is divided into grades, the members of which, beginning as Constables, have the opportunity of becoming Head Constables, Sub-Inspectors, Inspectors and even Deputy Superintendents. In the mofussil—

the Sub-Inspector has charge of the Police Station,
the Inspector has charge of a Sub-Division comprising several Police Stations or a large Town, and
an Assistant Superintendent of Police or a Deputy Superintendent has charge of a Sub-Division of a District.

The whole staff of the Police Prosecuting Inspectors and Sub-Inspectors is now designated as Police Prosecutors.

It is not the purpose of Government to give the stipendiary police a regular military character, and a portion only are armed and to them are allotted the duties of guarding jails and lock-ups and the escort of prisoners and treasure. The more purely police functions are discharged equally by members of the armed and of the unarmed branches of the force.

The proportion of police to area and population of the different portions of the Province varies greatly, being determined by a consideration of the nature of the country, the density and character of the population, and the neighbourhood of Indian States.

In the Northern Range there is one policeman to every 3·97 square miles and to 840 inhabitants.

In the Southern Range one to 5·23 square miles and to 1,024 inhabitants.

For the purpose of control the whole force is under the Inspector-General of Police, who is assisted by three Deputy Inspectors-General of Police. Certain administrative powers have, however, been reserved to the Commissioners of Divisions.

The executive management of the police in each district is vested, under the general direction of the Magistrate of the District, in a Superintendent of Police, who is assisted by a Deputy Superintendent, and has in some cases one or more Assistant Superintendents under him.

Railway Police.—A special police organisation exists in connection with the railways of this Province—the B. B. & C. I., the G. I. P. and the M. & S. M. Railways. The police employed along these lines of rail are under the supervision of two Superintendents. The Railway Police form a distinct body quite independent of the Police of the districts in which they serve, but their pay and prospects are identical with those of the District Police. With the introduction of provincial autonomy on 1st April 1937 the cost of the police employed on Railways for the maintenance of order is recovered from the Railway Administrations concerned. The Railway Administrations continue to bear the cost of the Watch and Ward Staff.

Criminal Investigation Department.—In addition to the police attached to individual districts there exists a special organisation for the detection of crime called the Criminal Investigation Department, which includes the Finger Print Bureau and is under the immediate control of a Deputy Inspector-General of Police. The Criminal Investigation Department, in co-operation with the Police of other provinces, is employed in the prevention of the spread of serious crime, in the investigation into crime having ramifications over several jurisdictions and in the pursuit of criminals. The Finger Print Bureau has been working satisfactorily since its establishment in 1901.

MOFUSSIL POLICE

The changed conditions resulting from the advent of democratic Government affected the Police perhaps more than any other service and at the outset their position was not enviable, but in his report for 1937 the Inspector-General of Police said that there had been a great improvement in the relations between the Police and the public. He also pointed out that in order that a Police Force should function efficiently in a democratic country it is essential that it should secure and deserve the support and confidence of the public. No opportunity is lost by superior officers of impressing this fact on their subordinates and of creating in them a proper sense of their position. On the other hand, it is incumbent on the public to recognise the many difficulties with which the Police have to contend and to give them a helping hand. Stress is often laid on the fact that the Police are servants of the public but even to servants credit should be given when it is due. A sincere effort was made during the year under report to give full effect to the policy of Government in respect of corruption

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and to enquire into and eradicate malpractices. In particular strict orders were issued to discourage the white-washing of wrong-doers.

A heavy rise occurred in cognizable reported crime as compared with the figures of 1936. There was also a pronounced rise in non-cognizable crime. There was agrarian trouble in the Ratnagiri District as a result of the agitation carried on by the supporters of the Independent Labour Party and others against the Khoti system. Tenants, who were mostly Mahars and Kunbis, were encouraged not to perform their customary services or to pay their dues to the landlords and even resort to violence was advocated by some speakers. The result was an outbreak of mischief by fire, intimidation, stone throwing, assaults and other objectionable practices. For the present the situation has been brought under control by the district authorities. The total number of cognizable and non-cognizable offences reported during the year was 152,815 as against 142,925 in 1936. The total number of cognizable cases dealt with by the Police *suo motu* during the year was 29,225, while those dealt with by Magistrates direct amounted to 10,119, giving a total of 39,344 as against a total of 36,882 in 1936. The total non-cognizable crime numbered 113,471 as against 106,043 in 1936. Stricter registration, the bad economic conditions which prevailed in some parts of the Province and the greater readiness of the people to approach the Police as a result of changed political conditions, are the most important reasons for the increase.

The number of cases reported under the more important heads of crime were murders 407, attempts at murder and culpable homicides 138, dacoities 183, robberies 503, house-breakings with intent to commit an offence, etc., 5,073, thefts (including cattle thefts) 8,097 and receiving stolen property 332. The number of cases excluded as false or due to mistakes of fact or law were 4,097 against 3,860 indicating a percentage of 12·25 of excluded cases to cases for disposal. Of the 4,097 cases excluded 889 were compounded. The total number of cases, under all classes, pending at the close of the year under report stood at 4,945 as against 3,999 during 1936. The total number of cases pending with the police was 1,022 and with the Magistracy 3,923 as against 803 and 3,196, respectively, in the preceding year. Eliminating cases excluded and those pending at the close of the year, real cognizable crime disposed of during the year works out to 24,234 cases as against 22,317 in 1936. The total number of undetected cases during the year under report was 6,610 as against 5,989 in 1936.

Out of 16,362 cases decided by trial, 15,435 ended in conviction as against 14,423 out of 15,231 cases tried in 1936. The percentage of cases convicted to those tried was 94·33 as against 94·69 in 1936. Including pending cases, offences under special and local laws dealt with by the police numbered 9,088 in 1937 as against 8,124 in the year before. Of the 9,088 cases dealt with, 7,831 were brought to trial, of which 7,692 ended in conviction. The number of true cases dealt with by Magistrates in 1937 without the intervention of the Police under all classes was 10,119 against 10,823 in 1936. The total number of persons arrested by the Police was 28,889 as compared with 26,747 in the previous year. Inclusive of the persons concerned in cases pending from the previous year, the total number of persons for disposal was 34,858 as against 32,180 in 1936. Of the 34,858 persons for disposal, those under the Indian Penal Code numbered 24,383, of whom 17,155 were tried during the year and 11,190 were convicted. The number of persons awaiting trial or investigation under the Indian Penal Code at the end of the year was 6,220 as against 5,224 in 1936.

Reported non-cognizable crime rose from 106,043 in 1936 to 113,471 in the year under report—an increase of 7,428. The growing complexity of life under modern conditions lends itself to an increase in offences of this kind which is likely to continue. During the year under report 157,545 persons concerned in non-cognizable cases appeared before the Courts as against 150,057 in the previous year. Persons discharged after appearance without trial numbered 8,968 as against 8,717 in 1936 ; of the 126,995 persons tried, 91,077 were convicted and 35,918 discharged or acquitted, as against 117,861, 84,316 and 33,545, respectively, in the previous year.

The value of property stolen in 1937 in connection with cognizable cases was Rs. 7·95 lakhs against Rs. 7·74 lakhs in 1936, the corresponding figures of the value of property recovered being respectively Rs. 2·36 lakhs and Rs. 2·49 lakhs. The percentage of property recovered to property stolen, based on the percentage of property recovered in individual cases, was 37·44 in 1937 against 44·10 in 1936.

The sanctioned strength of (*a*) officers below the rank of Deputy Superintendent of Police and (*b*) men, stood at (*a*) 727 and (*b*) 17,488 respectively as against (*a*) 725 and (*b*) 17,508 in the year before. The cost of the Police, including the Railway Police and the clerical establishment, for the financial year 1937–38 was Rs. 98·35 lakhs as against Rs. 98·51 lakhs in 1936–37. The proportion of Police to area, population and

cognizable crime investigated, was one Policeman to 4·51 square miles, 2·30 Railway miles, 921 persons and 1·48 cognizable crime investigated.

BOMBAY CITY POLICE

The total number of cognizable and non-cognizable offences during the year numbered 206,764 against 208,173 in 1936. The total number of cognizable cases of all classes reported to the police was 134,639 against 137,451 in 1936. Although cognizable crime under the Indian Penal Code showed an increase over the figures for 1936 of 114 cases, it was lower than any year (1936 excluded) since 1911. This result was due to the preventive measures taken by the police. The total number of cases under the Local Acts decreased from 130,841 in 1936 to 127,915 in 1937. This decrease was, to some extent, due to the outbreak of disturbances at the end of May 1937 which kept the police busy for over three weeks in the affected area.

Including 2,399 cases pending from the preceding year and 45 cases of previous years again brought on to the register, there were 137,083 cases for disposal against 139,602 in 1936. During the year 133,858 cases of all classes were classified as true against 137,074 in 1936. Of these, 123,524 resulted in conviction, giving a percentage of 92·28. The percentage of true cases of all classes to cases reported stood at 97·65. The total number of cases of all classes remaining undetected at the end of the year was 3,484 against 3,334 in 1936. The percentage of non-detection being 2·54 against 2·39.

There were 103 cases of murder and attempted murder including 22 cases pending from the preceding year and three cases of the previous year again brought on to the register, against 167 cases in 1936. Of these, 15 ended in conviction, 23 in acquittal, one was declared to be false, two to be mistakes of facts, in three cases the accused died before trial, in one the accused absconded, 36 remained undetected (including 12 of infanticide) and 22 were pending at the end of the year. Including 1,508 cases pending from the preceding year, the offences under the special and local laws dealt with by the police numbered 129,201 as against 132,023 in 1936. Of these, 121,075 ended in conviction.

During the year under report 3,299 professional beggars were dealt with under section 121 of the Bombay City Police Act and 336 were externed under section 27 (*2*) of the said Act. In the absence of a comprehensive and effective scheme for

tackling the beggar problem in Bombay City, the police are doing what they can to minimise the beggar nuisance. In their efforts to suppress betting and gaming in City limits the police raided 19 bucket shops and 844 other gaming houses, arresting in all 3,985 persons. Of these, 1,044 were convicted. The police arrested also 2,385 persons for gaming in public places, of whom 1,828 were convicted.

The total number of direct magisterial cognizable cases was 21,081 against 20,251 in 1936. Of these, 20,025 ended in conviction, giving a percentage of 94·99. Exclusive of 3,505 persons under arrest at the close of the previous year, 137,278 persons were prosecuted by the police during the year against 140,632 in 1936. Of these, 126,373 were convicted, the percentage of conviction being 89·77.

The total number of non-cognizable cases for disposal before the magistracy was 56,034, of which 40,003 ended in conviction. These non-cognizable cases involved 57,803 persons, of whom 40,020 were convicted.

The total value of property alleged to have been stolen in cognizable cases reported to the police amounted to Rs. 8·78 lakhs as compared with Rs. 8·23 lakhs in 1936. The total value of property recovered was Rs. 1·75 lakhs which gave a recovery percentage of 19·87 as compared with 15·42 in 1936.

During the year warnings were given to 35 persons for non-compliance with the requirements of the law relating to presses, books and newspapers. The number of children dealt with under the Bombay Children Act was 109. There were 290 cases in connection with prostitution.

During the year the number of fatal and non-fatal street accidents by conveyances other than motor vehicles which occurred was 10 and 1,437 respectively, while the number of persons killed and injured in these accidents was 10 and 1,050 respectively. The public conveyances other than motor vehicles running in the City comprised 2,073 victorias, 1,352 labour carts and 184 handcarts.

The total permanent strength of the police force at the close of the year was 4,568 as against 4,565 in 1936. The recruitment of depressed classes continued—26 Mahars, 4 Chambhars and 3 Mangs were appointed to the force during the year. The population of the City according to the census of 1931 is 1,161,383 and the proportion of crime to population on these figures stood at 1 to 8·67 as compared with 1 to 8·47 in 1936. The proportion of crime to each police unit stood at 29·33 as compared with 30·04 in 1936.

VILLAGE POLICE

Under the provisions of Bombay Act VIII of 1867, the Village Police are subject to the control and direction of the Commissioner, administered by the different District Magistrates. It is their special duty to prevent crime and public nuisances and to detect and arrest offenders within village limits. They are not stipendiary, but receive perquisites from the inhabitants of the village or rent-free lands or small sums of money from Government. In each village the village Police are under the charge of the police patel, who is often, but by no means always, the person performing the duties of revenue patel. His duties as police patel are to furnish the Magistrate of the district with any returns or information called for, and to keep him constantly informed as to the state of crime and all matters connected with the Village Police and the health and general condition of the community in his village. Under a form of administration which preserves the village as the unit of collection in revenue matters, the institution of Village Police naturally holds an important place.

During the year under report, the Village Police rendered assistance in 353 cases as against 452 in 1936 while 316 Village Police were rewarded by the grant of monetary rewards aggregating Rs. 1,627, eight by the presentation of swords or phetas and 175 by Good Service Tickets or certificates of merit. On the other hand 416 were reported for neglect of duty, of whom 406 were punished departmentally as against 424 and 409 respectively in 1936. Sixty-seven Village Police, concerned in the commission of cognizable crime, were prosecuted and 38 of them were convicted during the year.

MOTOR VEHICLES

During the year 1937-38 4,562 motor cars, including light trucks and motor cycles, and 905 heavy motor vehicles were registered in the city of Bombay. There were 937 taxi cars, 47 motor lorries and 283 motor buses licensed to ply for hire and these vehicles were inspected twice during the year. There were 5,613 motor accidents as against 4,939 in the preceding year. Of these 113 were fatal accidents, resulting in 117 deaths. There were in all 2,206 prosecutions under the Indian Motor Vehicles Act, 1914, of which 1,344 resulted in conviction. The number of driving licenses issued and

renewed, together with duplicates of licenses granted, was 27,079 and the fees accruing from these amounted to about Rs. 45,000. The total collections under the Bombay Motor Vehicles Tax Act in the whole Province during the year was Rs. 39·96 lakhs.

In the mofussil 24,031 driving licenses and 7,955 temporary permits were issued, while 553 goods transport motor vehicles, 4,814 motor omnibuses and 821 taxi cars were licensed to ply for hire. The total number of accidents increased from 1,699 to 2,166, resulting in 169 deaths. Prosecution was undertaken in 3,341 cases, of which 2,435 ended in conviction.

GOVERNMENT MALE AND FEMALE WORKHOUSES

By the European Vagrancy Act of 1874, a person of European extraction (which does not include those commonly known as Eurasians or East Indians) found asking for alms or wandering about without any employment or visible means of subsistence is a " vagrant " and may be required by a police officer to appear before a Magistrate. If the latter thinks that the vagrant is not likely to obtain employment he sends him to a Government Workhouse known as the Working Men's Hostel, where he is kept. If the Magistrate is of opinion that the vagrant is likely to get employment in any other place in India he may at his discretion forward the vagrant to such a place.

If after a lapse of a reasonable time in a workhouse no suitable employment is obtainable for the vagrant, the Provincial Government may cause him to be removed from British India at Government expense or may release him.

Penalties are provided by the Act for refusal to go before a Magistrate, for quitting the workhouse without leave, etc., two years' imprisonment being the maximum penalty for the latter offence.

The Government Male Workhouse is now administered by the Salvation Army, which receives a grant from Government. Destitute Europeans may go voluntarily to the King Edward's Home which is managed by the Salvation Army and also receives a grant from Government.

The total number of inmates in the Working Men's Hostel during the year ending the 31st December 1937 was 49, out of whom 30 were newly admitted. Twenty-one were committed by Magistrates in the Bombay City, and nine by Magistrates in the mofussil.

Thirty inmates were discharged during the year. Two of them found employment, eight were restored to friends in India, six were sent to King Edward's Home, one was sentenced to imprisonment, five were discharged having means, seven deserted and one died.

The total cost of the hostel to Government was Rs. 8,825 against Rs. 9,781 in the preceding year. The average daily population was 17·8 and the average cost per head per day was Re. 1-5-8.

There was one inmate in the Government Female Workhouse during the year against none in the preceding year. She was discharged after a stay of four months in the workhouse as she had collected sufficient money to maintain herself outside. An amount of Rs. 160 was spent on her upkeep during the period of her stay.

JAILS

The number of convicted prisoners admitted during the year 1937 was 25,713 against 25,777 in 1936 while the daily average jail population was 8,443. The admission of civil prisoners decreased from 1,090 to 470 and the daily average population dropped by 501. The number of habituals admitted during the year was 2,375. The number of prisoners released under the remission system was 2,029 as compared with 2,187 in the previous year. The prisoners fettered for punishment or security were 2,772 as against 3,712 in the preceding year. The time has come when a change in the rules for fettering prisoners for security can be safely made. As an experiment nearly all prisoners at Visapur Prison Farm were permitted to work without fetters. The results were excellent and the absence of fetters made no difference to the safety or security of the prisoners.

During the year 6,858 prison offences were dealt with by Superintendents. Of these 3,514 related to work, 1,060 to prohibited articles, 150 to assaults and mutiny, and 2,134 were other offences. Prohibited articles are one of the main causes of jail punishments. Jail guards are mainly responsible for smuggling in such things. The number of prisoners punished at Visapur Prison Farm was only 125 throughout the year. This is attributed to the good atmosphere maintained at the Farm and the fact that hard workers are given *bidies* and allowed to join in games, wrestling, etc. Flogging was inflicted in 10 cases against 26 last year.

Special remission was awarded on 10,351 occasions. The maximum amount of remission which can now be awarded a prisoner has been increased to one-third his total sentence, instead of one-fourth. This will be an additional incentive to good behaviour and good work.

The death rate decreased from 10·2 to 9·7 while the sick rate fell from 16·8 to 15·9.

The daily average of those sentenced to labour was 6,336 while 2,676 persons were employed in intra-mural manufactures, the total number employed in remunerative labour being 3,166. The average cash earnings per prisoner was Rs. 25–1–8 against Rs. 25–7–11 in 1936. The average cash earnings per prisoner actually employed on prison manufactures was Rs. 50–3–10 against Rs. 52–11–6 in 1936. The female prisoners at Yeravda are taught weaving, embroidery and knitting. They also do hand-spinning of cotton. The average net profit per prisoner sentenced to labour was Rs. 27–1–5 and per prisoner actually employed on manufactures Rs. 54–3–6. The total net profit was Rs. 1·72 lakhs as compared with Rs. 1·67 lakhs last year. The increase in profits was due to greater earnings under extra-mural labour, and a continued satisfactory output by jail factories.

The gross cost of maintaining a prisoner in the central and district prisons was Rs. 126–2–8 which represents only the actual cash expenditure. If the cost of such articles as vegetables, milk, etc., supplied from prison gardens and dairies were taken into account, the cost of maintenance would be Rs. 135–7–1 per head. The dietary charges amounted to Rs. 30–9–0 per head, or, including the value of articles of food supplied by jails Rs. 38–0–11.

As regards the welfare activities of the Jail Department, the measures taken to educate the juvenile sections include not merely the advancement of literacy but also games, gardening and dairy work. The juveniles in the central prisons are also taught First Aid and many obtained certificates of the St. John's Ambulance Association. The inmates of the female section of the Yeravda Jail were provided with instruction by voluntary instructors. Schools for adult prisoners were opened at Yeravda, Nasik Road and Belgaum central prisons. In the Bijapur and Dhulia district prisons small schools were conducted for adults and juveniles. Books worth Rs. 274 were purchased for the prison libraries.

BORSTAL SCHOOL, DHARWAR, AND THE BOMBAY PROVINCE PROBATION AND AFTER-CARE ASSOCIATION

The year opened with 438 inmates in the Borstal School, Dharwar. During the year under report 178 boys were admitted and 215 discharged, leaving 401 remaining at the end of the year. Thirty-four cases were dealt with by the Investigating Committee for breach of conditions of licence. Of these nine were sent back to the Borstal School, 17 were released on license for another chance, two were sentenced to rigorous imprisonment, and one was registered under the Criminal Tribes Act, while five cases were abandoned as " Borstal failure ".

Besides the classes held in the regional languages, industrial training was imparted in carpentry, weaving, tailoring, gardening and agriculture. The total cost of dietary charges was about Rs. 15,000, the average cost per boy being Rs. 34-13-10. The total cost of maintenance of the school was about Rs. 63,000, the average cost per boy being Rs. 160-1-3.

The Bombay Province Probation and After-Care Association is concerned with the supervision and after-care of lads released from the Borstal School, Dharwar, and of children released from certified schools, as well as supervision of children released on probation by Juvenile courts. During the year under report the Probation Act was passed by the Bombay Legislative Assembly and, with its gradual extension, a new field of social service—adult probation work—will have to be developed by the Association.

During the year under report 430 borstal and certified school licensees were under the supervision of about 200 probation officers appointed by the Association, of whom only six were full-time paid workers. Of the 285 lads under supervision from the Borstal School, 103 concluded their period of licence successfully, while 47 failed to do so.

Estimation of the incidence of failure and success is always a problem. In England the practice is to work out relative success or failure after two years have elapsed since leaving the institution. It is not yet possible to do this in this Province. The average yearly proportion of known failure works out at only 13 per cent. This is a low proportion but the figure for 1937-38 (16·5) shows an increase when compared with the previous year's figure (9·1). It may perhaps be indicative of too automatic an application of the license system. Each lad's case requires very careful individualisation. A good record in the school can never entirely counterbalance either consummately bad

home conditions or a previously very criminal record. A certain proportion of failure is bound to occur. The average home conditions, to which a lad is discharged are abjectly poor. Employment is very difficult to find. Although the Association is deeply grateful to public spirited services rendered by voluntary Probation Officers, it has to be remembered that voluntary untrained service suffers from certain inherent defects.

Supervision of children released on license from certified schools is, on principle, the same type of work as that amongst borstal licensees. The purpose is the same—the provision of conditioned liberty and after-care as a means of assisting rehabilitation in ordinary life. It deals, however, with a younger age group of juveniles. Successful after-care of children, who have been committed to certified schools under the Bombay Children Act, should act as a preventive against their subsequent committal to a Borstal Institution. The work of the Association in respect of children released on license from certified schools increased during the year under review; as against 66 such children dealt with under supervision in 1936–37, no less than 145 were being helped to make good in 1937–38. In 1936–37 only three major certified schools were practising the system of release on license, against five schools in 1937–38.

CRIMINAL TRIBES

Generally speaking, the year under report was a good one except for a few incidents which occurred at Sholapur and Ambernath Settlements, mainly due to Communist agitation. Prompt action by the district authorities brought the situation under control and nothing untoward occurred. The success of the settlement work depends upon supply of employment and the efforts of the Managers to find work for their people met with sympathy and active co-operation on the part of employers. The Managers of various Mills at Sholapur, Gadag, Hubli, Barsi, Jalgaon and Ahmedabad, and the management of Belapur Sugar Company, the Western India Match Factory, Ambernath, and the Deccan Paper Mills, Poona, employed settlers to more or less extent and they all gave due chances of employment to the settlers along with other outside free colonists. During the year 1,989 men, 784 women and 87 half-timers were industrially employed in spinning and weaving mills, railway workshops and factories. Other settlers were employed on road-making, metal-breaking, etc.

The total settled population of the Criminal Tribes Settlements as it stood on 31st March 1938 was 8,029 as against 8,231 last year, a fall of 202. One hundred and nine registered persons with 181 dependents were interned in settlements on the recommendation of the police. During the year 629 persons were released on license and 131 persons were recalled to settlements for breach of conditions of license. The population of the free colonies was 7,101 as against 7,212 last year. The health of settlers and free colonists was good. There were no epidemics except for an outbreak of whooping cough and measles in the Gadag settlement. During the year there were 347 births and 184 deaths in settlements and 323 births and 151 deaths in free colonies. There were 242 absconders at the close of the year as compared with 244 last year.

Education in settlements is compulsory. Out of the total population of 8,029 in settlements proper, the numbers of children attending day and night schools were 1,844 and 214 respectively, and out of a population of 7,101 in the free colonies the corresponding numbers were 1,461 and 230. Thus the number of children attending schools per thousand of the population was 256·3 for settlements and 238·1 for free colonies. In addition, 339 children from the settlements and free colonies attended outside vernacular schools and 21 children attended English schools. On the other hand 297 non-criminal tribe children and 40 children belonging to criminal tribes from outside attended settlement schools.

One hundred and forty-five lads were apprenticed to various trades, viz. carpentry 51, tailoring 12, weaving 31, motor driving 2, *chappal* making 2, printing 1, book-binding 12, broom-making 6, masonry 18, soap-making 5, and hair cutting 5. Training in agriculture was given to 37 boys in agricultural settlements and free colonies. There were 485 children in the manual training classes in settlement schools.

Scout Masters and Guide Captains did honorary work as usual. The Scout organisation has proved to be of inestimable value in character building and in encouraging them to form good habits, to be truthful, honest and active. The number of scouts at the close of the year under report was 1,122, including cubs and rovers. The number of girl guides, including blue birds, was 686. The settlement scouts of all settlements took part with local scouts in games, rallies and other activities.

During the year 201 persons (of whom four were unregistered) from settlements were convicted in 198 cases as compared with 170 persons convicted in the previous year, in 162 cases.

Seventeen persons (of whom four were unregistered) from free colonies were convicted in 21 cases as compared with 49 persons convicted in 20 cases in the preceding year.

The Women's Home attached to the Hubli settlement for troublesome and immoral women of all settlements again did well. Twenty women were admitted into the home during the year and 22 discharged, leaving 10 residents at the close of the year. The Children's Homes at Sholapur, Hubli and Baramati closed the year with 95 inmates, 30 children having been discharged, 31 newly admitted, one died and four absconding during the year.

The total net recurring expenditure on account of the settlements was Rs. 2·88 lakhs as against Rs. 2·69 lakhs in the previous year. The total non-recurring expenditure during the year was about Rs. 23,000.

CHAPTER IV

AGRICULTURE, WEATHER AND CROPS

THE agricultural season of 1937-38 may, in general, be considered to have been fair over a large part of the Province except in the Eastern parts of the South Deccan and the Karnatak, where it was rather disappointing, particularly when it was a second bad season in succession. However, the yield of grain crops was satisfactory in North Deccan and the Konkan. There were ample rains over most of the Province during the season under review but their distribution was uneven both as regards periodicity of fall and area. The rainfall was continuous and heavy towards the end of June, in July and September, but there was a prolonged break of about five weeks in August and the first week of September. The *kharif* season was thus characterised by irregular rainfall which had the effect of reducing the yield of crops. The opportune rains in September and October considerably relieved the situation and improved the general condition of crops in many cases saving them from withering. These rains were also excellent for the *rabi* cultivation and encouraged *rabi* sowings and gave hopes of a good *rabi* season ; but, unfortunately, the failure of later rains and the unusual mildness of the winter falsified these hopes. Besides the adverse rainfall, there were other adverse factors such as the prevalence of dry easterly winds, occurrence of cold wave, attacks of insect pests and plant diseases which affected unfavourably the yields of late crops, which fell short of expectations. A large block of the country in the south of the Deccan and almost the whole of the Karnatak had deficient and very badly distributed rainfall almost throughout the season and both the *kharif* and *rabi* crops in these areas were poor.

Gross and Net Cropped Areas.—The gross cropped area increased from 29,171,000 acres in 1936-37 to 29,683,000 acres during the year under report ; while the net cropped area increased from 28,154,000 acres to 28,715,000 acres.

Almost all the districts in the Province, except the Khandesh districts, contributed to this increase.

Twice Cropped Area.—This, however, showed a set back of 49,000 acres as compared with the previous year, having fallen from 1,017,000 acres to 968,000 acres. The decrease was most marked in the North Deccan and to some extent in North Gujarat and West Karnatak, where, owing to the irregular late rains of the season, it was not found possible to raise two crops.

Temporary Cultivation in Forest Lands and Culturable Waste.—About 144,000 acres of forest lands were given out for temporary cultivation mainly in districts of West Khandesh (37,000 acres), Ahmednagar (32,000 acres), Thana (29,000 acres), Sholapur (26,000 acres), Nasik (14,000 acres), Surat and East Khandesh (3,000 acres each); while about 93,000 acres of culturable waste mainly in districts of West Khandesh (55,000 acres), Nasik (13,000 acres), Thana (7,000 acres), Ahmednagar (5,000 acres), Belgaum (3,000 acres), Ahmedabad and Poona (2,000 acres each) and Kaira, Surat, Sholapur, Satara, Kolaba and Kanara (1,000 acres each) were similarly dealt with.

Cultivated and Uncultivated Area

(Area in thousands of acres)

Details	1936-37	1937-38
Cultivated Area	Acres	Acres
Gross cropped area	29,171	29,683
Area cropped more than once	— 1,017	— 968
Net area cropped	28,154	28,715
Current fallows	+ 5,593	+ 5,059
Total, Cultivated Area ..	33,747	33,774

Details		1936-37	1937-38
Uncultivated Area.		Acres	Acres
Available for cultivation (culturable waste)		878	888
Not available for cultivation ..	Forest ..	8,413	8,336
	Others ..	5,683	5,723
Total, Uncultivated Area ..		14,974	14,947
Total, Area ..		48,721	48,721

NATURE OF THE CROPS

Food Crops.—The area under food crops, i.e., cereals and pulses, sugarcane, and fruits and vegetables, showed a rise of 227,000 acres or 1·1 per cent. over the previous year. Among the *kharif* crops the area under *bajri* and rice expanded by 1,441,000 acres or 55·7 per cent. and by 206,000 acres or 11·3 per cent. respectively. The big increase in the area under *bajri* was due to suitable and sufficient sowing rain over a large part of the Deccan, which is the chief *bajri* tract in the Province, and also in many places in the Karnatak. The increase in the area under rice may also be attributed to the favourable and ample rains received at the time of sowing the crop, especially in North Gujarat, where it was mainly noticeable. The area under *jowar*, which is grown both as a *kharif* and *rabi* crop, showed a considerable reduction of 1,868,000 acres or 18·8 per cent. mainly in the *rabi* area. Under the *rabi* crops, wheat showed an extension of 177,000 acres or 10·7 per cent. over the previous year. The area under gram also increased by 33,000 acres.

Non-food Crops.—The area under non-food crops, which include cotton, tobacco and oilseeds, showed an expansion of 286,000 acres or 3·3 per cent. over the previous year. The most noticeable increase was in the area under tobacco, which rose by 25,000 acres. The areas under oilseeds and cotton also extended by 243,000 acres and 148,000 acres, respectively—the increase under oilseeds being mainly attributable to the extended cultivation of groundnut during the year under report. The net result of these variations in the food and non-food crops was that the total cropped area showed a slight increase of 513,000 acres or 1·7 per cent. as compared with the previous year.

Cropped Area

(Area in thousands of acres)

Crops	1936–37	1937–38
Food Crops	Acres	Acres
(*a*) Cereals and Pulses—		
Jowar	9,941	8,073
Bajri	2,589	4,030
Rice	1,831	2,037
Wheat	1,654	1,831
Gram	641	674
Others	3,289	3,536
Total, Cereals and Pulses ..	19,945	20,181
(*b*) Sugarcane	84	71
(*c*) Other food crops*	402	406
Total, Food Crops ..	20,431	20,658
Non-Food Crops		
(*a*) Tobacco	145	170
(*b*) Oil-seeds	2,146	2,389
(*c*) Cotton	3,714	3,862
(*d*) Other non-food crops†	2,735	2,605
Total, Non-Food Crops ..	8,740	9,026
Total, Crops ..	29,171	29,684

* These include " Condiments and Spices ", " Fruits and Vegetables " and " Miscellaneous Food Crops ".

† These include " Dyes ", " Drugs and Narcotics " (excluding Tobacco, which has been separately noted), " Fodder " and " Miscellaneous Non-food Crops ".

The variations under principal crops are explained below.

Jowar and Bajri.—The following table compares the extent of variations in area under these staple crops in the different divisions of the Province :—

(Area in thousands of acres)

Divisions	Jowar									Bajri		
	Average*			1936-37			1937-38			Average*	1936-37	1937-38
	Kharif	Rabi	Total	Kharif	Rabi	Total	Kharif	Rabi	Total			
	Acres	Acres	Acres	Acres	Acres	Acres	Acres	Acres	Acres	Acres	Acres	Acres
Gujarat	442	158	600	544	177	721	468	178	646	349	331	294
Deccan	771	3,966	4,737	796	5,456	6,252	865	3,918	4,783	3,274	2,008	3,267
Karnatak	947	1,643	2,590	985	1,983	2,968	910	1,734	2,644	423	250	469
Total ..	2,160	5,767	7,927	2,325	7,616	9,941	2,243	5,830	8,073	4,046	2,589	4,030

* Average of ten years 1921-22 to 1930-31

It will be seen from the above table that the area under *jowar* (chiefly *rabi*) fell considerably short of the previous year by 1,868,000 acres. The decline was general in all the divisions of the Province, but was marked in the Deccan and the Karnatak and may be attributed to unsuitable sowing rains. The area under *bajri*, on the other hand, appreciably expanded by 1,441,000 acres over the previous year. The increase over last year was noticeable in the Deccan and the Karnatak and was due to suitable and sufficient *kharif* rains at the time of sowing the crop in both the divisions.

Rice.—The area under rice expanded from 1,831,000 acres to 2,037,000 acres. The increase was chiefly marked in North Gujarat (+178,000 acres) and may be attributed to ample rains at the sowing season.

Wheat.—The area under wheat increased by 177,000 acres or 10·7 per cent. The increase was noticeable in Gujarat (+160,000 acres) and South Deccan (+40,000 acres) as a result of adequate rains at the time of sowing.

Oil-seeds.—The area under oil-seeds increased by 243,000 acres or 11·3 per cent. The groundnut crop alone was mainly responsible for the increase during the year under review, the variations under other oil-seeds being generally small. The area under groundnut increased from 987,000 acres to 1,344,000 acres. The increase was shared by all the districts in the province almost without exception. The crop is becoming more and more popular with the cultivators every year as the raising of it requires less moisture and secures ready sale in the market.

Cotton.—The area under cotton showed an expansion of 148,000 acres from 3,714,000 acres in the previous year to 3,862,000 acres during the year under report or by 4·0 per cent. The increase was noticeable in the Deccan (+188,000 acres) and the Karnatak (+187,000 acres) due to favourable rains at the sowing period in the former division and owing to less area being put under food grain crops in the latter division. Against this there was a decrease in Gujarat (—227,000 acres) as a result of extended cultivation of rice and groundnut.

Irrigated Area

This showed a set back of 11,000 acres or 1·0 per cent. only as compared with the previous year, having declined from 1,106,000 acres in 1936–37 to 1,095,000 acres during the year under review, the decrease being marked in South Deccan (—43,000 acres). Against this there was some increase in North Gujarat (+26,000 acres) and the Karnatak (+7,000 acres).

(Area in thousands of acres)

Details	1936–37	1937–38
Area irrigated	Acres	Acres
Irrigated from Government canals	259	264
Irrigated from private canals	59	73
Irrigated from wells	667	605
Irrigated from tanks	80	113
Irrigated from other sources	41	40
Total, Area irrigated ..	1,106	1,095

Details	1936-37	1937-38
Crops irrigated	Acres	Acres
Rice	137	207
Wheat	186	201
Barley	13	9
Jowar	290	236
Bajri	50	54
Maize	29	24
Other cereals and pulses	87	90
Sugarcane	82	69
Other food crops	155	178
Cotton	51	42
Other non-food crops	181	172
Total, Crops irrigated ..	1,261	1,282

Note.—The difference in totals of area irrigated and crops irrigated is due to the inclusion in the latter of the area cropped more than once.

Outturn of crops.—The following table compares the acreage under food-grain crops (cereals and pulses) in each division of the Province and their approximate outturn in tons during the year under report with similar statistics for the two preceding years :—

Division	Area in thousands of acres			Outturn in thousands of tons		
	1935-36	1936-37	1937-38	1935-36	1936-37	1937-38
	Acres	Acres	Acres	Tons	Tons	Tons
Gujarat	2,466	2,126	2,453	758	485	692
Deccan	11,121	11,219	11,246	2,070	1,805	1,748
Karnatak	4,657	4,995	4,867	831	780	631
Konkan	1,603	1,605	1,615	656	605	678
Total ..	19,847	19,945	20,181	4,315	3,675	3,749

Condition of the Agricultural Population.—As already stated the season under review, was, on the whole, fairly satisfactory over a large part of the Province except the eastern parts of the south Deccan and the Karnatak. Government declared "Scarcity" in some of these parts, granted remissions and suspensions and distributed tagai loans on a liberal scale to relieve the distressing situation. So far as the supply of food grain crops to the general population is concerned, the year under report was slightly better on the whole than its predecessor. The slump in the prices of agricultural produce continued during the year, the prices of all commodities showing a downward tendency.

The condition of cattle was generally satisfactory and supply of fodder and drinking water was generally sufficient except in parts of South Deccan and the Karnatak. Wages of agricultural labour remained generally the same as in the previous year. The general economic condition of the agriculturists showed scarcely any improvement as their purchasing power had gone down due to trade depression and slump in prices of agricultural products.

DEPARTMENT OF AGRICULTURE

FEATURES OF THE YEAR

During the year under report, the district activities of the Agricultural Department in connection with demonstration and propaganda, seed distribution, land improvement, crop protection, etc., continued to develop in almost every district of the Province. Government gave a special grant of Rs. 40,000 for training cultivators in scientific bunding operations. Great interest was being taken by cultivators in simple but scientific methods of constructing field bunds and embankments to protect the cultivated fields from permanent damage and loss by soil erosion and washings, and the special grant made by Government gave splendid opportunity to bring home to a large number of cultivators the urgent necessity of doing the bunding work on scientific lines. Eight classes, each lasting for a fortnight, were held, four in the South Central Division two in the North Central Division and two in the Southern Division for training as many as 815 cultivators in the science and art of bunding their fields. These classes served as the best type of propaganda and showed that scientific knowledge of bunding can be so simplified as to be brought within the reach and capacity of an ordinary cultivator. During the year, 4,503 acres were

protected by simple bunds in the North Central Division, whilst between the South Central Division and the Karnatak 112 minor bunding projects were framed and carried out protecting 2,718 acres of land.

The extension of the improved varieties of crops in the districts is another aspect of departmental activity which is being pushed on very intensively in an organized manner. In Khandesh the scheme for multiplication and extension of "Jarila" cotton was brought into operation during the year with the help of the Indian Central Cotton Committee and as much as 525 acres were grown under this cotton for multiplication of seed under departmental control. In the Karnatak due to bad season there was a slight set-back in the area actually sown under Jayawant and Gadag No. 1 cottons, there being a shortage of 63,000 acres in the area of the last year but seed of the abovementioned two cottons sufficient for about 4½ lakhs and 1½ lakhs of acres will be made available. The system of auction sales is getting more popular and was of great help in increasing the supply of pure seed and for ensuring better prices for the growers. In Gujerat, 1027 A.L.F. and B.D.8 cottons continued to be distributed in spite of many difficulties. The cotton policy of Surat tract is based on allowing pure seed of selection 1A to Olpad tract under proper legislative control, the rest of the Surat and Ankleshwar area being put under 1027 A.L.F. at least for three years with a view to compare the intrinsic work of both the cottons under controlled purity. B.D.8 cotton grown in Broach was in good demand and fetched a premium of Rs. 44 to 54 per candy. As a result of this, the seed was also in good demand. The Indian Central Cotton Committee has also sanctioned the extension of the scheme for the spread of B.D.8 cotton. Among other crops, rice and wheat are important. In Southern Division there was a set-back in the extension of improved varieties of rice and the area went down from 24,000 acres to 18,000 acres due to unfavourable season. As regards wheat there was a steady progress in the extension of improved wheat No. 224 and 168, the area under which showed an increase of 15,500 acres over last year. The dry farming methods on Mohol Farm and at Bijapur again gave better results over cultivators' methods.

The organization of gun clubs for the protection of cultivators' crops from damage by wild animals continued and one lakh of acres in the Southern Division and 40,000 acres in East Khandesh were protected. In Kanara the spraying

of betelnut palms with Bordeaux mixture was carried on and so was the work of conserving the village manure supply by improving manure pits and by making compost. In connection with livestock improvement a sheep breeding farm financed from funds provided by the Imperial Council of Agricultural Research was started at Poona and 10 ewes and 5 rams were obtained from South Africa and 41 ewes and one ram were selected from the Deccan.

The Provincial Fodder and Grazing Committee, consisting of ten official and six non-official members, was constituted during the year to examine and advise on all matters connected with the use and improvement of grazing, grass and fodders.

AGRICULTURAL RESEARCH

The scientific research work forms one of the most important fundamental activities of the Department of Agriculture in the Province of Bombay. This work continued to be carried out at numerous Government research stations and experimental farms throughout the Province and at the Poona Agricultural College. In addition to about 41 per cent. of the Departmental budget being devoted to scientific research, financial assistance was made available to approved schemes of investigation by various bodies, such as the Imperial Council of Agricultural Research, the Indian Central Cotton Committee and the Sir Sassoon David Trust Fund.

As a result of scientific investigations carried out for evolving wilt resistant types of cotton, the Plant Pathologist has succeeded in isolating 100 per cent. wilt resistant types of certain varieties. Scientific work on crop improvement, either by botanical research or by control of insect pests and plant diseases, livestock research work, and work on economic problems of agriculture, cold storage, agricultural engineering, etc., were carried on during the year.

AGRICULTURAL PROPAGANDA

Government has sanctioned a scheme of reorganising the district work by starting a large number of Taluka Demonstration Centres on the holdings of progressive agriculturists, which are to be cultivated and cropped in accordance with the improved methods advocated by the Agricultural Department, by the cultivator-owner himself, under the direct guidance of the staff of the Department. Provision has been made to organize 50 such Centres in

1938-39. An arrangement has also been made to select about 900 Honorary Agricultural Agents who would be willing to devote some of their time to the work of persuading the agriculturists of his village to adopt agricultural improvements.

Seed Supply.—The organisation of the supply of new and improved varieties of seed is one of the major services which the Department is rendering to agriculture. During the year under report, there were six organised seed distribution schemes for improved varieties of cotton, in which financial assistance was given by the Indian Central Cotton Committee, Bombay.

Livestock.—During the year under report, continued interest in the improvement of livestock was in evidence throughout the Province. His Excellency the Viceroy's scheme of " Gift Bulls " for the grading up of cultivators' cattle resulted in focussing public attention on this very important aspect of agricultural development.

The rearing, selection and distribution of premium bulls in selected cattle-breeding tracts of the Province, continued to be the major contribution of the Livestock Section of the Agricultural Department to cattle improvement in the Province. During the year 253 premium bulls were put out.

Rural Uplift.—The Department of Agriculture continued to take the same interest as before in the initiation, organisation and supervision of various schemes proposed by the Agricultural Department for rural uplift and village improvement. The funds were sanctioned by the various Collectors from the grants made available by the Government of India.

AGRICULTURAL MARKETING

The work in connection with the All-India Marketing Investigation continued to be in charge of the Professor of Agricultural Economics, College of Agriculture, Poona. During the year under report the preliminary reports on rapeseed, mustard, markets and fairs, potatoes, citrus fruits, ghee, butter and co-operative marketing were prepared and submitted to the Agricultural Marketing Adviser to the Government of India. Further market surveys in gul, sugar, maize, barley, gram, cocoanuts, fibres, mango, cashewnut, fish, lac, wool, hair, sheep and goat were in progress. Efforts were made to apply grading to the marketing of mosambi and eggs.

AGRICULTURAL MARKETING

The regulated cotton markets at Dhulia, Amalner, Baramati and Bailhongal worked successfully. Preliminary arrangements for establishing such markets at Bijapur, Jalgaon, Dondaicha, Broach and Bavla were completed but the markets did not start working during the year.

As a result of the activities of the fruit and vegetable market committee, the transport companies extended the quarter-freight concessions to many fruits and vegetables and the concession has been made available to several new stations sending fruits and vegetables to Bombay. The transport companies have afforded facilities to deliver the fruit to the agents in the markets. The Bombay Municipal Corporation has opened a new wholesale vegetable market at Byculla.

AGRICULTURAL EDUCATION

The Poona Agricultural College is the only institution in this Province devoted to higher agricultural education in addition to scientific research work and the supply of expert advice to agriculturists on agricultural problems. During the year under report, the number of students, who attended the College, showed no diminution. The new B.Sc. (Agri.) course is now in full force. This year a Forest Rangers' class was started at the College. Special courses were, as usual, held at the College, the number of students attending being 28 as compared with 24 in the previous year.

The Marathi Agricultural School at Dhulia and the Kannada Agricultural School at Devi-hosur were under the control of the Department of Agriculture. Another Marathi Agricultural School at Rajapur was managed by a private agency. All these schools continued to do good work. The number of agricultural bias classes remained unchanged at 93 during the year under report.

A training class for oil-engine Mechanics was conducted by the Agricultural Engineer to Government and 18 students were given training in the management and care of oil engines and pumps. Sixteen students were trained in Poultry Farming at the Government Central Poultry Farm at Kirkee. Fifteen students attended the practical course in Animal Husbandry and Dairying at the Agricultural College Dairy, Kirkee. Thirty students attended the practical training class in Horticulture at the Ganeshkhind Fruit Experimental Station, Kirkee, and, in addition, district classes in Horticulture were arranged by the Divisional Deputy Directors with the help of the Horticulturist where necessary.

Finance.—The expenditure of the Agricultural Department during the year under report was Rs. 11·60 lakhs as against Rs. 11·43 lakhs in the preceding year. The receipts amounted to Rs. 2·28 lakhs as compared with Rs. 2·07 lakhs in the previous year. Subsidies and grants were received from the Imperial Council of Agricultural Research, the Indian Central Cotton Committee, and the Sir Sassoon David Trust Fund.

NOTE ON THE WEATHER

I—*The period April and May* 1937.—There was no rain in Gujarat in April and May. Rainfall was in large excess in the Konkan and the Bombay Deccan in April and in large defect in May. Humidity was in defect in Gujarat in April and in the Bombay Deccan in May. Maximum temperature was below normal in the Bombay Deccan in April.

II—*The monsoon period, June-September* 1937.—The monsoon which established itself on the Malabar coast on the 9th—10th June rapidly advanced northwards and reached Bombay on the 12th. In association with a depression off the Konkan-Kathiawar coast the monsoon established itself in the Konkan and the Bombay Deccan by the 15th and extended into Gujarat during the next week. Unsettled conditions appeared off the Konkan-Kathiawar coast on the 24th, and in their travel northwestwards caused a strengthening of the monsoon giving locally heavy rain in the Konkan and Gujarat between the 24th and 26th. The monsoon was rather weak in the Province during the first week of July. Its activity during the next three weeks was stimulated by two depressions and a storm, which caused a general strengthening of the monsoon and widespread rainfall was of daily occurrence along the coast and almost so in the interior except in the Sholapur and Bijapur districts where rainfall was only local. During August there was a break in the activity of the monsoon after the first week in the Province outside the Konkan, where although there was rainfall almost daily, the total fall was much below the average. There were only occasional local falls in Gujarat and the Deccan associated with thunderstorms during the last three weeks of August and the first week of September. The monsoon revived, however, under the influence of two depressions from the Bay of Bengal, and locally heavy rain fell in Gujarat during the second week resulting again in floods. The monsoon then withdrew from the Province, but during the second fortnight thunderstorms were fairly frequent and there was nearly general to local rain in the Bombay Deccan and

the Konkan. During the last week rainfall was fairly widespread over the Province.

The following table gives the actual rainfall and its percentage departure in each of the sub-divisions for the whole season :—

Sub-Division	Season, June to September	
	Actual	Departure per cent.
Gujarat	40·48	+32
Konkan	108·20	+ 8
Bombay Deccan	22·75	— 5

Taking the season as a whole rainfall was in moderate excess in Gujarat and normal in the other two sub-divisions. Humidity was generally normal except in Gujarat where it was in excess in July. Maximum temperature was below normal in July in Gujarat and above normal in the Bombay Deccan in June. Minimum temperature was generally normal.

III—*The retreating monsoon period, October to December* 1937.—Rainfall was in large defect in Gujarat and in moderate excess in the Konkan and the Bombay Deccan during October. It was in defect in all the sub-divisions during November. In December it was in large excess in Gujarat, in moderate excess in the Bombay Deccan and in large defect in the Konkan. Humidity was in defect in November. Maximum temperature was above normal in the Konkan in November and below normal in Gujarat in December. Minimum temperature was generally normal except in Gujarat where it was in defect in December.

IV—*The period January-March* 1938.—Weather was generally dry in January and February except for isolated showers. The first three weeks of March were also dry but a trough of low pressure appeared off the Konkan-Kathiawar coast in the last week of March and caused widespread rain in the south Konkan and the Bombay Deccan on several days during the last week. There was little or no rain in Gujarat. Humidity was generally normal or in defect during this period. Maximum and minimum temperatures were above normal in the Bombay Deccan in January, while minimum temperature alone was above normal in Gujarat and the Bombay Deccan in March.

PRICES

RETAIL PRICES

The retail prices of foodstuffs showed a slight rise during the year under review. Among foodgrains, there was a noticeable improvement in the price of rice, wheat, bajri, gram and turdal, while the price of jowari did not show any change. Among other foodstuffs, there was a rise in the price of potatoes, onions, salt and cocoanut oil, but refined sugar, gul and tea slumped still further. In spite of a slight improvement, however, prices generally ruled low during the year, with the result that there was no material improvement in the economic condition of the agriculturists of the province.

Northern Division.—All the districts in this division reported a rise in the price of wheat, bajri, gram and turdal and a fall in the price of refined sugar. Rice, jowari, potatoes and onions were dearer while gul was cheaper in the majority of the districts. In Broach and Panch Mahals, the price of cotton, which is the money crop of the district, declined owing to a bumper harvest in America. Besides, rains in July damaged the cotton plant and necessitated resowing of cotton seeds. Both these factors seriously affected the resources of the cotton growers in the district. In Kaira, the price of bajri, which is the staple food of the district, showed an appreciable rise due to poor yield. In Thana, but for a slight rise in the case of rice, paddy and nagli in some talukas, there was no improvement in the prices of foodstuffs, and owing to the low level of prices, a rebate of three annas in the land revenue was granted during the year.

Central Division.—The prices of wheat, bajri, gram, turdal and potatoes were higher and those of refined sugar and gul lower in all the districts in this division. The prices of rice, salt, onions, and cocoanut oil were higher in the majority of the districts. It was reported from Ahmednagar that the prices of foodstuffs in the district did not rule as high as in the previous year which was a year of scarcity. In West Khandesh, the prices

of rice, gram and turdal were slightly higher but those of other foodstuffs slumped still further. As a partial relief from the low level of prices, a rebate in assessment was granted in Sindkheda and Shirpur talukas. In East Khandesh, the price of cotton varied between Rs. 4-8-0 and Rs. 6-8-0 per maund. The agriculturists waited for an improvement in the price throughout the season but were disappointed and had to dispose of their produce at low rates. The price of groundnut, which is taking the place of cotton in this district, ruled steady throughout the year. In Satara, there were periodic fluctuations in prices according to local conditions. The prices of jowari and bajri, the staple food grains of the district, ruled low. In Sholapur District, the price of jowari and other food grains was practically steady in the Sholapur sub-division but it fell considerably in the Pandharpur sub-division.

Southern Division.—The prices of wheat, gram and turdal showed an improvement in all the districts in this division. Rice, salt, potatoes and onions were dearer while jowari, refined sugar and tea were cheaper in the majority of the districts. In Bijapur, the price of kadbi rose owing to the shortage of fodder and the absence of green grass on account of the scanty rainfall. The price of cotton, on the other hand, declined due to general trade depression and overproduction in foreign countries. It was reported from Dharwar that the price of wheat advanced on account of poor yield but that of cotton recorded a further decrease during the year. The price of rice was also reported to have fallen in some talukas owing to large imports from outside. In Kanara, the price of cocoanut declined throughout the district, except in Mundgod Petha where it rose from Rs. 5-12-0 to Rs. 6-0-0 per hundred. The price of cardamom advanced from Rs. 1,000 to Rs. 1,536 per khandy in the Sirsi Taluka, while it declined from Rs. 1,095 to Rs. 600 in Siddapur. In Kolaba, the price of straw varied between Re. 1-0-0 and Rs. 1-8-0 per 100 bundles throughout the district, except at Roha and Panvel where it rose to Rs. 2

to Rs. 2-8-0 per 100 bundles. In the Ratnagiri District there was no appreciable change in the prices of foodstuffs except a slight rise in the price of wheat.

The following table gives the index numbers of the retail prices of six food grains and eleven other food articles in each of the divisions in the Province for the years 1936-37 and 1937-38 :—

Unweighted index numbers of retail prices of seventeen food articles in each of the Divisions in the Province for the years 1936-37 *and* 1937-38 *with the average prices during* 1926-27=100

(*Note.*—The prices used in compiling the index numbers are those given in the *Bombay Government Gazette* and are for the grades most commonly used by persons of the clerical class in receipt of not more than Rs. 50 per mensem.)

Articles	Index numbers for							
	Northern Division		Central Division		Southern Division		Bombay City	
	1936-37	1937-38	1936-37	1937-38	1936-37	1937-38	1936-37	1937-38
Rice	59	60	56	58	58	58	63	61
Wheat	56	66	58	64	54	63	57	65
Jowari	54	58	61	60	62	60	63	65
Bajri	56	65	59	64	54	58	54	55
Gram	57	63	59	66	65	76	54	56
Turdal	59	72	57	73	66	75	59	60
Sugar (refined) ..	74	64	73	65	73	66	83	81
Sugar (raw) ..	58	53	46	40	51	47	62	55
Tea	52	51	61	60	56	52	71	69
Salt	110	113	101	102	108	112	81	87
Beef	85	85	74	75	80	80	61	50
Mutton	70	69	72	73	71	71	73	75
Milk	64	65	68	68	71	70	76	74
Ghee	71	71	61	62	63	59	77	68
Potatoes	62	68	53	70	57	66	67	69
Onions	53	63	42	52	42	55	41	47
Cocoanut Oil ..	59	61	55	60	66	67	51	50

Working Class Cost of Living.—The Bombay working class cost of living index number, with the average prices for the year ended June 1934 equated to 100, was 107, being five points higher than in 1936–37. The Ahmedabad working class cost of living index number, with the average prices for the year ended July 1927 equal to 100, stood at 75 as against 72 in 1936–37. The Sholapur working class cost of living index number, with the average prices for the year ended January 1928 equal to 100, was 73 as compared with 72 in 1936–37.

Working Class Cost of Living Index numbers for Bombay, Ahmedabad and Sholapur by groups

Groups	Bombay (Average prices from July 1933 to June 1934=100)		Ahmedabad (Average prices from August 1926 to July 1927 =100)		Sholapur (Average prices from February 1927 to January 1928=100)	
	1936-37	1937-38	1936-37	1937-38	1936-37	1937-38
Food	108	115	62	67	65	67
Fuel and lighting ..	100	107	78	78	95	88
Clothing	84	85	73	73	66	66
House-rent	100	100	107	107	107	107
Miscellaneous ..	96	97	100	99	66	76
Cost of living	102	107	72	75	72	73

WHOLESALE PRICES

The wholesale prices index number for Bombay city, on base July 1914 equal to 100 stood at 105, being six points higher than in the previous year. The " All food " index number advanced by eight points to 104 and the " All non-food " index number by five points to 106. With the exception of raw cotton, which declined by seven points, and oilseeds, which remained steady,

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all the other groups included in the index registered a rise. The variations in the index numbers of the different groups included in the Bombay wholesale prices index numbers are set out in the following table :—

Group Index numbers of Wholesale Prices in Bombay City

(July 1914 = 100)

Groups	Annual average for 1936-37	Annual average for 1937-38	Increase (+) or decrease (—) in points in 1937-38 over or below 1936-37
Cereals	87	92	+ 5
Pulses	76	85	+ 9
Sugar	101	109	+ 8
Other food	124	143	+ 19
All food	96	104	+ 8
Oilseeds	98	98	....
Cotton (raw)	93	86	— 7
Cotton manufactures	95	96	+ 1
Other textiles	75	84	+ 9
Hides and skins	99	99	....
Metals	117	138	+ 21
Other raw and manufactured articles	112	124	+ 12
All non-foods	101	106	+ 5
All articles	99	105	+ 6

In Broach, the price of raw cotton ranged from Rs. 75 to Rs. 100 per bhar as against Rs. 90 to Rs. 115 per bhar in all the talukas except Broach in the preceding year. At Surat, the price of raw cotton was Rs. 20–6–8 per Indian maund as compared with Rs. 23–3–0 in 1936–37. In Kolaba, coarse paddy was sold at Rs. 30 to Rs. 37 per khandy and Kolamba paddy at Rs. 33 to Rs. 45 per khandy throughout the district, except at Karjat where Kolamba paddy was sold at Rs. 45 to Rs. 50 per khandy.

MOFUSSIL LABOUR AND WAGES

Agricultural and mofussil non-factory rates of wages recorded a slight decrease during the year 1937, except in the case of field and skilled labour in urban areas. The statistics of agricultural wages, compiled by the Labour Office on the basis of the monthly returns made by all the talukas in the Province show that, as compared with the previous year, there was a decline in the level of rates of wages of all the three classes of labour—skilled, ordinary and field—in the rural areas and of ordinary labour in the urban areas. The wages of field labour in the urban areas were, however, stationary, while those of skilled labour in urban areas registered a rise of about two per cent. A study of the figures by divisions shows that the wages of field labour in the urban areas and of skilled labour in the rural areas in the Northern Division increased by about 5 and 12 per cent. respectively and those of skilled labour in urban areas in the Central Division by about 8 per cent. There was practically no change in the level of wage rates of skilled labour in urban areas in the Northern Division and of field labour in urban areas in the Southern Division. The fall in rates of wages of field labour in urban areas of the Central Division and of ordinary labour in the urban and rural areas of the Southern Division was slight, but it was very pronounced in the case of ordinary labour in rural areas of the Central Division and of skilled labour in rural areas of the Southern Division. There was a decrease of about 10 per cent. in the wages of ordinary labour in urban areas and of skilled labour in rural areas of the Central Division and of about 8 per cent. in the wages of field labour in rural areas of the Southern Division. In all the other cases the average daily rates decreased but the fall was not more

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than six per cent. The following table gives the index numbers of average daily rates of wages of all classes of labour in 1937 as compared with the previous year :—

Index numbers of average daily rates of wages in 1937

(With 1936 wages as 100)

—	1936=100					
	Field labour		Unskilled (ordinary labour)		Skilled labour	
	Urban Areas	Rural Areas	Urban Areas	Rural Areas	Urban Areas	Rural Areas
Political Divisions—						
Northern Division ..	105	94	94	94	100	112
Central Division ..	97	94	90	86	108	90
Southern Division ..	100	92	99	97	96	87
Economic Circles—						
Gujarat Circle ..	105	90	96	95	102	112
Deccan Circle ..	98	94	92	89	106	90
Konkan Circle ..	97	99	95	96	84	98
Province as a whole ..	100	93	94	91	102	97

The inter-district migration of agricultural labour, which has been facilitated by the development of easy and quick means of transport, continued as usual. Due to the local train service many people from Kalyan, Thana and Bassein were attracted to Bombay City in the hope of earning higher wages. In Bhiwandi Taluka of Thana District some outside labour was imported during the cultivating season.

Agricultural Labour.—The average daily rates of wages of field (agricultural) labour in the Province as a whole remained stationary at Re. 0–5–7 in the urban areas, while those for the rural areas declined from Re. 0–4–9 in 1936 to Re. 0–4–5 in 1937. The level of daily rates of wages paid to agricultural labour in the urban areas registered a rise of four pies in the Northern Division and a fall of two pies in the Central Division, while it remained steady in the Southern Division. In the rural areas the rates of wages declined by about three to four pies in all the divisions.

In Thana District most of the labourers such as *Kunbis*, *Kathodis*, *Warlis* and *Mahars* work in fields during the monsoon and are employed in the fair season in lime, brick and charcoal kilns, rice mills, match factories and salt works. Some of the labourers ply their carts on hire for carrying paddy, coal, rice, straw, timber, etc. Upcountry labourers coming to Bhiwandi taluka during the cultivating season were paid at the rate of annas 6 per day and supplied with rations.

In the Central Division, the sugar industry in the irrigated tracts of Poona District gave adequate employment to a number of labourers as usual, and the scarcity works in Sirur Peta provided employment to needy workers till the end of January 1938. The wage rates of labourers in Sholapur District rose slightly on account of agricultural operations during the months of February to April in all talukas except Sholapur, where crops had failed in most villages. Field operations in irrigated villages, however, made good the deficit and absorbed much labour from non-irrigated villages. Road works opened by the District Local Board also gave employment to the labourers.

In the Southern Division, owing to scarcity conditions prevailing in the Bijapur District there was no keen demand for agricultural labour and Government and local boards had to open scarcity works with a view to providing employment to the labourers, while *tagai* loans were also advanced in deserving cases. In Kolaba District the rates of wages varied between annas 4 and annas 6 per day except at Uran where, owing to its proximity to Bombay, the agricultural labour could secure a rate of annas 6 to annas 8 per day.

The following table gives the average daily rates of wages of agricultural labour in urban and rural areas by Divisions and Economic Circles and for the whole Province for the years 1913, 1936 and 1937 :—

Average daily rates of wages of Agricultural (Field) Labour

	Daily average wages in					
	1913		1936		1937	
	Urban Areas	Rural Areas	Urban Areas	Rural Areas	Urban Areas	Rural Areas
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Political Divisions—						
Northern Division ..	0 4 9	0 3 9	0 6 3	0 5 5	0 6 7	0 5 1
Central Division ..	0 5 0	0 4 3	0 5 7	0 4 6	0 5 5	0 4 3
Southern Division ..	0 4 0	0 4 0	0 4 11	0 4 5	0 4 11	0 4 1
Economic Circles—						
Gujarat Circle ..	0 4 6	0 3 9	0 6 4	0 5 3	0 6 8	0 4 9
Deccan Circle ..	0 4 6	0 4 0	0 5 2	0 4 3	0 5 1	0 4 0
Konkan Circle ..	0 5 3	0 4 6	0 6 2	0 5 11	0 6 0	0 5 10
Province as a whole ..	0 4 9	0 4 0	0 5 7	0 4 9	0 5 7	0 4 5

Unskilled (Ordinary) Labour.—The average daily rates of wages for ordinary labour both in urban and rural areas recorded further decreases of five and six pies respectively during 1937 as compared with the previous year. The fall was more pronounced in the Central Division and amounted to as much as 10 per cent. in the urban areas and 14 per cent. in the rural areas.

In Thana District, *Kathodis* and *Warlis* from Shahpur, Vada and Murbad were employed by forest contractors for cutting timber and manufacturing coal. The low level of wages of labourers in this District was reported to be due to the import of outside labour and the depression in the prices of agricultural produce.

In the Central Division, labour in East Khandesh found employment in cotton ginning and pressing factories and spinning and weaving mills. A small proportion was also employed on the railways and in electric power houses, oil mills and building works. In West Khandesh District, timber traffic, which is carried on on an extensive scale in Taloda Taluka and Navapur Peta provided employment as usual to a large number of Bhils and allied castes. Poona being in close communication with Bombay, the seat of Government for nearly half the year, the headquarters of the Southern Command and the Poona (Independent) Brigade Area, this kind of labour in the district could get employment throughout the year at reasonable rates of wages. Moreover, as Poona City is developing every year it provides sufficient employment in connection with its manifold activities. The Ammunition Factory and the Arsenal at Kirkee, the Government Workshop at Dapuri, the Reay Paper Mills at Mundhwa, the G. I. P. Railway Workshops and the Tata Works at various places also provided employment for a number of persons from the adjoining villages. In Nasik District, the Railway Workshops at Nandgaon and Manmad, the Security Printing Press and the Government Central Distillery provided employment for a large number of labourers. A large section of labour also found employment in the Ginning and Pressing factories at Malegaon, Nandgaon and Satara and in the *Bidi* making factories at Nasik and Sinnar.

In the Southern Division, the rates of wages for this class of labour were reported to be more or less stationary, except in the Sampgaon and Parasgad Talukas in Belgaum District where they recorded a slight decline owing to failure of crops. In Bijapur District, owing to poor crop, cotton ginning and pressing factories provided employment to a comparatively smaller number of hands. In Dharwar District also there was dearth of employment for labourers in Navalgund Taluka and Nargund Peta owing to indifferent season and the works started by the District Local Board and the Municipalities were reported to have proved very helpful to the agriculturists who could not get adequate return from their lands.

The following table shows the average daily rates of wages of unskilled (ordinary) labour in the same way as for agricultural labour :—

Average daily rates of wages of Unskilled (Ordinary) Labour

—	Daily average wages in					
	1913		1936		1937	
	Urban Areas	Rural Areas	Urban Areas	Rural Areas	Urban Areas	Rural Areas
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Political Divisions—						
Northern Division ..	0 5 3	0 4 3	0 8 10	0 6 7	0 8 4	0 6 2
Central Division ..	0 5 9	0 4 6	0 6 6	0 4 11	0 5 10	0 4 3
Southern Division ..	0 5 9	0 4 9	0 6 7	0 5 2	0 6 6	0 5 0
Economic Circles—						
Gujarat Circle ..	0 5 3	0 4 0	0 8 9	0 6 2	0 8 5	0 5 10
Deccan Circle ..	0 5 9	0 4 6	0 6 5	0 4 9	0 5 11	0 4 3
Konkan Circle ..	0 6 3	0 5 3	0 7 8	0 6 7	0 7 3	0 6 4
Province as a whole ..	0 5 9	0 4 6	0 7 1	0 5 5	0 6 8	0 4 11

Skilled Labour.—As compared with the previous year, the average daily rates of wages of skilled workers in the Province registered a fall in the rural areas, but there was a slight rise in the rates for the urban areas, chiefly owing to an increase of about 1½ annas in the average daily rate for the Central Division.

In the Northern Division the rates of daily wages for skilled labour were steady in the urban areas and increased from about Rs. 1-1-3 to Rs. 1-3-3 in the rural areas. There was a slight rise in the rates in Chorasi and Chikhli talukas of Surat District. In Bhiwandi Taluka of Thana District many skilled labourers were imported from Gujarat for the manufacture of bricks.

Some upcountry labour was also employed in the weaving industry during the fair season.

In the Central Division, the daily rates increased from Rs. 1-3-10 to Rs. 1-5-4 in the urban areas but declined from Re. 0-15-1 to Re. 0-13-7 in the rural areas. There was not sufficient demand for skilled labour in Nasik District and therefore the rates for this kind of labour fell slightly during the year. In Bhimthadi Taluka of Poona District the rates for skilled labour were reported to have fallen by about 50 per cent. owing to the slump in building operations, while in other parts of the district they were in the neighbourhood of as. 12 to Re. 1 per day.

In the Southern Division, the average daily rate of wages fell by nine pies to Re. 1-0-2 in urban areas and from Re. 0-13-9 to Re. 0-12-0 in the rural areas. The demand for skilled labour in Bijapur District was not adequate and the daily rates in that district ranged between as. 10 to as. 12 only. The wage rates for skilled labour in Kolaba District varied from Re. 1 to Rs. 2 per day.

The following table sets out the average daily rates of wages paid to skilled labour in the various divisions of the Province in the same way as in the case of agricultural and ordinary labour :—

Average daily rates of wages of Skilled Labour

—	Daily average wages in					
	1913		1936		1937	
	Urban Areas	Rural Areas	Urban Areas	Rural Areas	Urban Areas	Rural Areas
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Political Divisions—						
Northern Division ..	0 13 9	0 11 9	1 11 0	1 1 3	1 11 0	1 3 3
Central Division ..	0 13 0	0 10 6	1 3 10	0 15 1	1 5 4	0 13 7
Southern Division ..	0 10 9	0 9 9	1 0 11	0 13 9	1 0 2	0 12 0
Economic Circles—						
Gujarat Circle ..	0 13 6	0 11 9	1 10 11	1 1 2	1 11 4	1 3 2
Deccan Circle ..	0 11 9	0 10 0	1 1 10	0 14 4	1 2 11	0 12 10
Konkan Circle ..	0 13 9	0 11 3	1 8 8	1 0 2	1 4 9	0 15 10
Province as a whole ..	0 12 6	0 10 9	1 5 2	0 15 4	1 5 6	0 14 11

FORESTS

For purposes of administration, the Province is divided into three Forest Circles, which are in charge of Conservators. The Chief Conservator is at the head of the Department.

Forest administration is a branch of the general administration and the central authority in forest matters is the Commissioner of a Division, subject to the general orders of Government. The Chief Conservator is the local and technical head of the Forest Department and the technical adviser of Government in forest matters. Forest Officers in charge of Circles have full powers in all professional operations of technical forestry; but in all other matters, such as those of rights and privileges of the people in forests, local supply of grass, grazing and fodder and generally as regards the relation of the department with the people, control vests in the local revenue officers. A Working Plans Division is maintained in each Circle and the duties of the working plans divisional officers are to ascertain the capabilities of the forests in the production of timber and other forest produce and to prepare scientific schemes for the exploitation of the forests so that they may be worked for the greatest benefit both of the State and the people. The work in connection with the preparation of working plans is generally well advanced but revision of plans is carried on continuously. The classification of forests into forest proper, fuel and fodder reserves and pastures has been completed in all Circles and the areas classed as pastures have been transferred to the Revenue Department for management. The area under forests in this Province is nearly 13,000 square miles.

Over a large percentage of the area under working plans, the system of management in the last twenty years has changed from a simple form of selection system, or from coppice with standards to the uniform system combined with a considerable amount of artificial regeneration. Where the selection system is still in force proper attention is now given to the growing stock as a whole and operations are not confined to the removal of mature and marketable trees. The proper tending of these young crops of from one to twenty years old under the uniform system is a problem of increasing difficulty with every year that passes.

The abolition of the grazing fee has provided the Department with a second problem for which it is urgent to find a rapid solution. The fee charged over the greater part of the more

important grazing area was annas 4 per head for bovines. A small fee, but since its abolition it has become apparent that it did have some effect in the control of the number of animals admitted to graze, particularly in those areas where this number had already reached the danger mark. These areas comprise roughly Khandesh, East Nasik, Poona and Satara. In many forests in these areas overgrazing with its accompanying evil of erosion and general deterioration is now going on : the need for some system of control which will prevent the acceleration of this process is urgent.

Apart from the loss of revenue caused by the abolition of the grazing fee the financial results of the year's working were on the whole fair. Markets for most forest products in the Northern and Central Circles were reasonable. In the Southern Circle markets declined somewhat, but showed an improvement at the close of the year. In so far as business with the M. & S. M. Railway was concerned, an increased demand for teak logs and sawn timber was offset by a decline in the indent for M.G. sleepers. Sandalwood revenue showed an improvement, the system of retail sales being partly responsible for the increase in revenue.

Village Improvement.—Much good work in the matter of village improvement was done this year by all grades of forest officers throughout the province. Villagers were assembled and lectures given on a variety of subjects not merely pertaining to forests but also on such topics as the necessity for and value of education, sanitation, pure water supply, etc. By means of interesting " talks ", clay models, charts, posters, diagrams and on occasions on which the village uplift van visited various localities and also through the medium of the press, endeavours were made to explain to as large an audience as possible the nature and extent of forest privileges, the evils of overgrazing and late fires, the advantages of stall feeding and rotational grazing, the dangers of erosion and floods resulting from denudation and the obvious necessity for preserving and improving forests. The response to these activities was encouraging. There were concrete instances where at the suggestion, and under the guidance of, forest officials, villagers repaired roads, cleared ground round dwellings and water sources, planted trees, etc. To enable the Village Uplift Committees to function effectively, free grants of timber and other forest produce were made for works of public utility.

Forest Privileges.—In addition to the abolition of grazing fees on all cattle, except those coming from Indian States and other provinces, Government has sanctioned certain additional forest privileges the more important of which are as follows :—

The concession of removing free of charge stones and earth from places approved by the Divisional Forest Officer for the gatherers' own domestic or agricultural use ;

The use of carts for removing earth, stone and fallen leaves, throughout the Province and for removing thorns in the districts of Thana, Broach and Panch Mahals, Dharwar and Belgaum ;

Removal of leaves (*soppu*) from minor forests by occupants of rice lands in the above-ghat talukas of the Kanara district ;

Removal of fallen leaves and grass from open forests for *bona fide* agricultural and domestic uses but not for sale or barter by inhabitants of all forest villages ; restriction on raising teak plantations in Kanara within half a mile of the village site and one-eighth mile of cultivated or cultivable land paying assessment to Government.

Further, Bhils and other aboriginal tribes in Khandesh have, under certain conditions, been granted the concession of removing dead wood other than teak, *khair* and *tiwas*, on payment of half an anna per headload, for sale or barter.

Communications and buildings.—New earth roads 105 miles in length were constructed in the Central Circle and some additions were made to the Mastinalla causeway in the Southern Circle. The total expenditure incurred on new works in all the circles was Rs. 9,306 against Rs. 17,087 in the previous year. Repairs to about 1,100 miles of roads and bridle paths were carried out at a cost of Rs. 39,140 and in addition Rs. 41,241 were paid to the M. & S. M. Railway Co., as maintenance charges of the Alnawar-Dandeli Railway, the expenditure on similar items in the previous year being Rs. 40,863 and Rs. 37,983 respectively. The total expenditure on the construction of new buildings in all the circles was Rs. 32,025 against Rs. 28,233 in the previous year. Repairs to existing buildings were carried out at the cost of Rs. 17,547 as compared with Rs. 19,584 in the previous year.

Protection from Cattle.—The forest areas open and closed to grazing were as under :—

	Square miles	Per cent.
Closed to all animals for the whole year ..	1,316	10·1
Closed to all animals for part of the year ..	329	2·5
Open to all animals except browsers for the whole year	8,534	65·8
Open to all animals except browsers for part of the year	160	1·2
Open to all animals for the whole year ..	2,641	20·4
Total ..	12,980	100·0

The area open to grazing for horned cattle throughout the year was 87 per cent. The reduction in the period of closure from ten to five years was continued in the three Thana and Panch Mahals divisions, except where forest growth was retarded by fires. In other parts closure was relaxed wherever necessary, e.g., in the Bijapur district and Parasgad taluka of the Belgaum district, where all closed coupes older than three years were opened and cutting of grass from all closed areas was allowed owing to scarcity conditions.

The total recorded number of cattle admitted to graze was 1,996,950 as against 2,329,582 in the previous year. Of the cattle admitted 1,558,143 were horned cattle, 427,596 sheep and goats and 11,191 others. The number of cattle impounded during the year was 82,463 as compared with 94,502 in the previous year.

Forest Offences.—The total number of offences against forest laws decreased from 22,229 to 21,489, the Central and Southern circles contributing thereto. The Northern circle showed an increase of 676 offences. More than half the number of offences related as usual to the unauthorised felling or removal of forest produce. During the year 277 new cases were taken to court and 273 cases (including 151 pending from the previous year) were decided, 246 or 90 per cent. resulting in conviction. Out of 19,648 cases compounded, compensation amounting to Rs. 69,278 was recovered in 16,328 cases, an

average of Rs. 4·2 per case. In 761 cases the offenders were let off with a warning, while 3,375 cases remained undetected.

Exploitation.—During the year 1,753,000 cubic feet of timber and fuel were extracted departmentally, together with sandalwood worth about Rs. 1·21 lakhs and minor forest produce, grass, etc., to the value of about Rs. 2,000.

The actual outturn of major and minor produce removed by consumers and purchasers during the year was—

	Rs.
Timber 5,352,000 cubic feet valued at ..	22,58,166
Fuel 19,394,000 cubic feet valued at ..	2,74,311
Minor produce valued at	6,36,619

The outturn from all sources of forest produce during the year was—

Timber—6,269,000 cubic feet.

Fuel—46,677,000 cubic feet.

Sandalwood worth about Rs. 1·21 lakhs.

Minor produce worth about Rs. 27·42 lakhs.

The gross revenue of the year decreased from Rs. 47·72 lakhs to Rs. 43·15 lakhs and the surplus from Rs. 19·65 to Rs. 15·89 lakhs. All the circles contributed to the decrease in revenue which was chiefly due to the abolition of grazing fees. The Northern and Central circles showed a decrease in surplus while the Southern Circle showed a small increase. The expenditure also decreased from Rs. 28·07 lakhs to Rs. 27·26 lakhs. The result of the year's working of the Alnavar-Dandeli Railway showed a surplus of Rs. 46,493 against a deficit of Rs. 11,454 in the previous year.

During the year under report, Government revised the constitution of the Forest Advisory Committees, which will now consist of the Collector, the Divisional Forest Officers, an officer of the Agricultural Department, members of the Legislative Assembly representing the district, two members elected by the District Local Board and a leading agriculturist from each forest division nominated by the Collector.

CO-OPERATIVE MOVEMENT

The unfavourable condition of the agricultural season accentuated by continuous trade depression and low prices was reflected in the repaying capacity of the agriculturists and in spite of vigorous steps taken to stimulate recoveries through special devices such as the concession scheme (which continued to be in operation throughout the year) the total recoveries recorded a fall of nearly Rs. 7 lakhs. The overdues, amounting to 63 per cent. of the total demand, act as a clog to the proper working of the rural credit machinery, but the process of rehabilitation which is now in progress and which aims at liquefaction of frozen loans holds out fair prospects of a revival. The progress in the development of the non-credit movement was satisfactory as is shown by the useful work rendered by the Cotton Sale Societies, Cattle Breeding Societies, Crop Protection and Fencing Societies, etc. In the realm of long term finance, the Provincial Co-operative Land Mortgage Bank and the affiliated primaries performed their functions satisfactorily. In contrast to the agricultural credit societies, the non-agricultural credit societies continued to show strength and vitality. Sixty-five new societies were registered during the year both in the rural and urban areas and 42 were ordered to be wound up, the total number of societies at the close of the year being 5,093 as against 5,070 in the previous year.

Resource Movement.—With the registration of 12 new societies and liquidation of 28 societies the total number of societies (3,702) recorded a decrease of 16 over the previous year's figure. The unusually small number of fresh registrations is due to a stricter scrutiny exercised in the case of all fresh proposals for registration. There was however an increase in the total working capital from Rs. 294·68 lakhs to Rs. 298·13 lakhs due to increase in reserve and other funds. The decrease in the members' deposits from Rs. 30·79 lakhs to Rs. 25·47 lakhs was partly due to the adoption by a large number of societies of the share system by-laws and consequent conversion of the deposits into shares. The fresh finance during the year was Rs. 68 lakhs as against Rs. 78 lakhs during the previous year. The total recoveries fell from Rs. 72 lakhs to Rs. 65 lakhs while the overdues rose from Rs. 128 lakhs to Rs. 144 lakhs. With a view to arrest deterioration in societies and rehabilitate their position, attempts were made during the year to classify all debts into three main categories, frozen, doubtful and bad debts. The result of investigations in 3,392

societies revealed that out of the total debts amounting to Rs. 240·58 lakhs, Rs. 58·93 lakhs were frozen dues, while the doubtful debts amounted to Rs. 19·76 lakhs and the bad debts to Rs. 11·91 lakhs. Measures for the proper treatment of these debts were in progress. Central financing agencies and societies were advised to reduce their lending rates permanently, particularly for punctual repayers. As it was necessary that the grant of certain concessions to members of co-operative societies should not be construed as an encouragement to contumacious defaulters, Government made it clear that it was not the desire of Government that debtors of co-operative societies should withhold repayment of their loans and that Government would take the necessary steps to effect recoveries from contumacious defaulters. The benefits in regard to the sale of lands given to small holders under the Small Holders' Relief Act were extended to the agriculturist members of co-operative societies and to agriculturist-members of co-operative societies who are not small holders, but the standard of minimum payment for their eligibility for the benefits was fixed higher.

The Bhil Societies of West Khandesh and the Panch Mahals, proved an useful agency for ameliorating the economic condition of the Bhils. The societies in the Panch Mahals showed very satisfactory results during the year.

Under the scheme of supervision, there are at present 16 District Boards of Supervising Unions controlling the work of 95 Supervising Unions. The supervisors rendered much useful assistance in the preparation of lists of frozen dues in societies and in collaborating with the auditors in the preparation of lists of bad and doubtful debts.

Multi-Purpose Societies.—The Multi-Purpose Societies constitute a further stage in the evolution of agricultural credit societies. The failure of the agricultural credit societies is partly attributed to the fact that the credit dispensed by it cannot be properly controlled, as it is divorced from supply and sale. The policy of registering multi-purpose societies has, therefore, been advocated. The multi-purpose society in addition to the provision for credit (which is restricted to finance for normal cultivation needs and intermediate finance to a certain limit) also aims at supplying such agricultural requisites as seeds, manures, feeding stuffs, etc., and also domestic and other requisites to members and at organising arrangements for the joint sale of produce. One such society was registered during the year in Thana District.

Long-term Finance and Land Mortgage Banks.—During the year under report sanction was accorded to the Bombay Provincial Co-operative Land Mortgage Bank to float its first series of debentures for Rs. 20 lakhs at the rate of 3¼ per cent. The response both from co-operative societies and the investing public was encouraging. The Bank sanctioned 526 loan applications covering an amount of Rs 7·33 lakhs, the bulk of these loans being for purposes of debt redemption.

The number of Primary Land Mortgage Banks remained unchanged at 13. With the exception of the Hubli Land Mortgage Bank which came into disrepute owing to defalcations and the Dharwar Land Mortgage Bank which was slack in its work, others strived to maintain satisfactory progress. There was an increase in the total membership from 6,562 to 7,654 and in the share capital from Rs. 2 lakhs to Rs. 2·27 lakhs. The recoveries amounted to Rs. 1·07 lakhs out of Rs. 1·77 lakhs due for repayment. The overdues were mostly concentrated in the older established banks at Dharwar, Broach and Pachora.

Agricultural Non-Credit Societies.—The Agricultural Non-Credit Societies play an important role in the planning of rural economy, as they secure a co-ordination between their activities and the activities of the Credit Society. During the year under report, 15 new societies embracing various activities were registered and two were wound up. Amongst the Cotton Sale Societies, with the exception of the Hubli Cotton Sale Society, others maintained satisfactory progress. The total sales conducted through them were 6·11 lakhs maunds and the prices realised amounted to Rs. 38·66 lakhs.

Two more Taluka Development Associations were registered during the year, bringing the total number of such associations to 105. The policy which is now being advocated is to encourage the formation of Better Farming Societies where a demand for Taluka Development Association is forthcoming and of converting the existing Taluka Development Associations into one or more Better Farming Societies. Under this scheme the need for better living societies will also not exist, as the functions now undertaken by better living societies may be undertaken by better farming societies as and when they come into existence.

Provincial and Central Banks.—The Bombay Provincial Co-operative Bank continued to be well-managed. The profits for the year showed an increase of Rs. 10,148 over the previous

year's figure. Fresh advances for short term and intermediate term demands were made to the extent of Rs. 26·35 lakhs. The total recoveries amounted to Rs. 26·13 lakhs as against the stipulated demand of Rs. 39·38 lakhs according to the normal credit statement. The Deccan Canal Tract continued to cause anxiety to the Bank and the recovery of the Bank's outstandings in this tract was very unsatisfactory. The failure of the Nasik District Central Co-operative Bank was a disquieting feature of the year under report. The continuance of the Bank with its alarming overdues and shortage in fluid resources was fraught with danger to the movement in its area of operations. Its liquidation was, therefore, a step in the right direction and in pursuance of the policy of rectification pursued by the Department. The Kaira District Central Co-operative Bank, which was also similarly situated was ordered to be wound up after the close of the year. The failure of these two banks had however no repercussions on the working of other banks. The paid up share capital and reserve and other funds recorded a satisfactory increase, though the position as regards unauthorised arrears amounting to Rs. 35·57 lakhs does not show any marked improvement over the previous year. Both the Provincial and Central Banks tried to be responsive to the needs of the affiliated primaries and helped them in the process of their rehabilitation by grant of concessions, such as a reduction in the lending rates, etc.

Non-Agricultural Societies.—The Urban Credit movement continued to show signs of expansion and increased activities. The year under report witnessed a further increase in the number of societies from 653 to 665. The total share capital increased from Rs. 135 lakhs to Rs. 144 lakhs, and the working capital from Rs. 537 lakhs to Rs. 566 lakhs. The position with regard to recoveries was also satisfactory. Out of the total amount of Rs. 420·27 lakhs due for payment Rs. 343·94 lakhs were recovered.

The Urban Banks in particular have contributed materially to the development of trade and industry by the provision of adequate finance and grant of facilities for remittance of funds and have popularised banking habits in urban areas. The progress achieved by the Salary Earners' Societies is also noteworthy.

Co-operative Insurance.—The Bombay Co-operative Insurance Society continued to make headway. Proposals amounting to Rs. 20 lakhs were accepted bringing the total business to nearly Rs. 50 lakhs at the close of the year. The

society also acquired its own building at a cost of Rs. 3 lakhs in one of the most prominent localities in Bombay.

Housing Societies.—There was a further increase in the number of societies from 85 to 93. Ahmedabad is leading in this type of co-operative activity. In the societies situated in Bombay and its suburbs the heavy costs incurred in the initial stages, coupled with the fall in income owing to continued economic depression, have acted as a drag on their successful working.

Producers' Movement.—The Weavers' Societies have shown further deterioration in their working. Unless these societies take steps to function as real producing centres, and establish greater contact with the District Industrial Associations, their utility under the present conditions is of a doubtful nature. Under the Marketing Scheme for Hand Loom Products subsidized by the Government of India, in all eight Industrial Associations have come into existence of which the progress achieved by the Ahmednagar Industrial Association is particularly noteworthy. This association has also undertaken to work the scheme for the development of cottage and small scale woollen industries subsidized by the Government of India.

Co-operative Training and Education.—The scheme continued to be in operation throughout the year and 46 Departmental Officers, three Honorary Organizers and 23 employees of co-operative institutions were given training.

During the year under report the position of the co-operative movement was reviewed by a Joint Committee consisting of the Registrar and Mr. V. L. Mehta. The report submitted by the Committee contained specific recommendations indicating the future lines of working of the movement both in the rural and urban areas. Government has passed orders on a number of these recommendations and others are under consideration.

CHAPTER V

TRADE AND COMMERCE

NORTHERN DIVISION.—There were 105 spinning and weaving mills in Ahmedabad on 1st August 1937, out of which six were not working. Other small factories continued to work as usual and they increased by 105 during the year. Trade conditions in Ahmedabad were on the whole steady throughout the year.

In Kaira district besides the New Shorrock Mill at Nadiad, which continued to work satisfactorily, there were 35 ginning and pressing factories, 90 flour mills, 591 hand looms, 245 pumping plants, a dairy at Anand, 45 creameries mostly in Anand, Borsad and Nadiad talukas, three factories for making leather washers in Nadiad and two glass factories at Kapadwanj. A factory was started at Thasra for manufacturing oil for paints, soap and vegetable ghee. The three road metal breaking factories at Sevalia continued to supply metal to the public and local bodies for road purposes. Other small industries continued as usual.

In the Panch Mahals sub-division of Broach and Panch Mahals district, the principal trade is in timber and grain, Godhra is the chief marketing and exporting centre for timber, and Dohad for grain. A glass factory was started at Sant-Road during the year. Other industries such as oil mills, flour mills, saw mills, ice and sugar factories, etc., continued to work as usual. In the Broach sub-division cotton is the chief product and forms the staple article of trade and industry. There were 32 ginning factories and 14 cotton presses in the sub-division, of which 27 ginning factories and 13 cotton presses worked during the year. Of the three cotton mills in Broach city, two continued to work during the year. There were also 71 hand looms mainly conducted by the backward class people.

The principal produce in Surat district is cotton and three cotton mills, 33 ginning factories, and 15 pressing factories worked during the year. The silk and embroidery industry did not show any sign of improvement owing to the continued general depression in trade and changes in fashion. The chief articles of export were grass, firewood, coal, timber, molasses,

mangoes, rice, cotton and cotton seeds. The cotton seed oil mill at Vejalpur continued to work well during the year. Other factories such as rice, flour and oil mills, grass and sugarcane presses, etc., continued to work as usual.

In Thana, rice—the principal produce of the district—was as usual exported to Bombay and other places. There were about 120 rice mills and several flour mills working in the district. A rice plant manufacturing industry was started at Bhiwandi for the manufacture of all kinds of accessories for rice mill machinery. There was a similar workshop in Dahanu also. Other articles of export were timber, charcoal, grass, salt, bricks, lime, fresh and dry fish, vegetables, plantains, betel leaves, saries and woollen cloth. Bricks are manufactured on a large scale in Kalyan and Bhiwandi talukas and were as usual exported to Bombay and other places. There were about eight power loom factories and 1,000 hand looms in Bhiwandi taluka. The hand loom industry was affected adversely by the increasing number of power factories.

Plantains worth about Rs. 5 lakhs and betel leaves worth about Rs. 9 lakhs were exported from Bassein taluka. The manufacture of bangles at Tarapur in Palghar Taluka is largely a home industry. Owing to foreign competition the industry considerably suffered. Some men were sent to the Victoria Jubilee Technical Institute at Bombay to receive instructions in up-to-date machinery and new methods of preparing glass of different colours and varieties. The salt works at Bhayandar, the match factory at Ambernath, the woollen and bone mills in Thana and the basket industry in Dahanu continued as usual during the year.

In the Bombay Suburban District there was no appreciable change in the condition of the trade owing to the general depression in the market. No new factory was started. The building and quarrying trades continued to do brisk business and the fishing industry continued as usual during the year.

Central Division.—The chief occupation of the people of the division is agriculture and trade is mainly confined to the export of grain, cotton and oil seeds. Jaggery is the most important article of trade in the irrigated tracts of Ahmednagar, Nasik and Poona districts. The trade was brisk, particularly in Ahmednagar, where the prices rose from Rs. 9 to Rs. 10 per palla to Rs. 20 to Rs. 21. Cotton and groundnut continued to be the chief products of trade in the Khandesh districts. Their outturn

was normal but prices were low. Owing to the fall in its price cotton is losing its popularity and is being replaced by groundnut and grain crops. Groundnut, seed turmeric and jaggery were exported on a large scale from Satara District to Bombay and other industrial centres. Onions, betel-leaves and eggs were also exported in large quantities.

There are five cotton spinning and weaving mills in East Khandesh District, one each in Poona and West Khandesh districts and five spinning and weaving and two spinning mills in Sholapur District, and many ginning and pressing factories all over the division except in Satara district. In East Khandesh some of the factories remained closed. Hand loom weaving is carried on in all the districts but this industry is unable to stand the competition of the mills and is in a precarious condition.

There are three sugar factories in Ahmednagar District at Belapur, Ranjankhol, and Belwandi. The first two were in a flourishing condition, while the third worked only for six weeks. The sugar factory at Ravalgaon in Nasik District made some progress. Out of the two sugar factories in Sholapur District the Saswad Mali Sugar factory worked well, while the other at Borgaon was not fully developed.

The tanneries at Bhusawal and Ahmednagar, the bidi factories at Nasik and Sinnar, the Reay Paper Mill at Mundwa, the Ravivarma Fine Art Litho Press at Malavli, the Kirloskar Iron Factory, the Hindustan Engineering works at Satara Road, the Industrial factory at Karad and the Ogale-Glass works at Ogalewadi worked well during the year.

Southern Division.—There was no appreciable change in the condition of trade in any of the districts of the Southern Division. The principal products exported from the Karnatak districts were jowar, wheat, cotton, jaggery, chillies, groundnut, betelnut, betel-leaves, spices and timber and those from the Konkan districts rice, salted fish, mangoes, fish, finished cashewnuts and cocoanuts.

Owing to the poor yield of cotton, some of the ginning and pressing factories in Bijapur District remained idle throughout the year, while the others worked only for short periods. In Belgaum district also out of the 19 ginning factories only 14 worked during the year. The spinning and weaving mills at Gokak, Hubli and Gadag did well. There was hardly any improvement in the working of the hand loom industry as it finds it difficult to compete with mill-made cloth. Weavers in

Bijapur were again hard hit this year owing to the continuance of scarcity conditions and arrangements were made to supply them with yarn and to purchase their finished products on payment of daily wages. The programme of initiating the weavers into improved methods of weaving, started in Ratnagiri district with the help of Rs. 1,900 sanctioned from the Village Uplift Fund, was carried out at five centres.

The copper and brass industry in Dharwar and Kolaba districts could not make any headway owing to the general trade depression. The aluminium industry in Ratnagiri district is on the wane. Only three factories manufactured aluminium buttons. The soap factory at Goregaon, and the factories for wooden toys and cutlery at Pen, continued to do well. The Dhutpapeshwar Ayurvedic Pharmacy at Panvel did normal business. The Bharat Tile Factory at Mora in Uran Mahal was in a flourishing condition, the output this year was about Rs. 2·56 lakhs as against Rs. 1·60 lakhs during the previous year. The tile factories at Khanapur in Belgaum district showed no signs of progress.

Though the mango crop in Ratnagiri district was not as good as in the previous year the export prices realized were better. The volume of business done by the cashewnut shelling factories at Malvan and Vengurla was less than that in the previous year, the imports of raw cashewnuts from Africa and exports of finished nuts to Bombay and America being, respectively, worth Rs. 3·94 lakhs and Rs. 9·28 lakhs as against Rs. 6·84 lakhs and Rs. 13·92 lakhs in the previous year. The mango juice canning factory at Kelshi, the pine apple canning factory at Dapoli and the Central Canning Co. for mango pulp at Karwar continued to work during the year.

Sandalwood, ebony and ivory carving was carried on as usual in Kumta and Sadashivgad in Kanara district, but owing to lack of demand the industry was not in a flourishing condition.

The Tata Power Company's power houses in Kolaba district continued to supply electric energy as usual. The cart-wheel manufacturing industry at Panvel was in a flourishing condition. There were 43 rice and flour mills in Ratnagiri, 81 in Kolaba and 37 in Kanara. The mills in Kanara and Ratnagiri did not get sufficient work. A business newly set up at Karjat worthy of note was the export of parched rice at the rate of 100 bags per day to Nasik and West Khandesh and other upghat districts.

DEPARTMENT OF INDUSTRIES

During the year under review the pace of industrial recovery suffered a set back. Except in the cotton textile industry, whose comparative prosperity was an outstanding feature of the year, there was a general check in other spheres of industrial activity of the Province owing to deterioration in the purchasing power of the masses, increase in foreign competition in manufactured articles, and greater industrial strife. As compared with the previous year there was, however, a general increase in the volume of industrial production. The number of cotton textile mills working night-shifts in Bombay and Ahmedabad was considerably larger at the close than at the beginning of the year. The hosiery and silk fabrics also showed substantial increase in production over the previous year. Of the other industries, the oil mills, vegetable ghee factories, aluminium-ware factories, the soap industry and the engineering industry on the whole did well. The confectionery and gold thread industry, and the glass industry suffered from excessive competition both internal and from Japan.

Technical advice and assistance rendered by the Department to organised industries during the year covered a wide range, such as rendering of technical advice in connection with the layout of small power plants and machinery for factories, solving of difficulties in the processes of manufacture, preparation of detailed estimates for new small factories, recommending factories to the various purchasing authorities, getting the products of local factories tested for quality, and arranging for the supply of suitable raw materials, etc. The technical staff of the Department of Industries visited several concerns in connection with the investigations in hand, and for rendering technical advice and help.

Experimental and research work was conducted successfully in connection with glass furnace for use in small scale and cottage industry. The working of the furnace was demonstrated and the furnace was installed in some places. Experimental work was also continued in connection with nicotine and nicoting insecticides, cashewnut shell oil and calcium citrate, etc. Facilities for this kind of work being very limited, preliminary steps were taken during the year for the establishment of an engineering workshop and a chemical laboratory for experimental and research work in connection with improved tools and processes for small scale and cottage industries. The number of commercial and industrial enquiries received and answered during the year was 1,136

as against 718 in the previous year. A number of applications for loans were received under the State-aid to Small Industries Rules and dealt with.

Cottage Industries.—The Department of Industries continued as before to devote considerable attention to cottage industries. It carried on its propaganda of helping and advancing cotton and silk hand weaving, which is the premier cottage industry of the Province, by means of its weaving schools and demonstrations. The Department also maintained schools for wool weaving. As a result of this propaganda, 365 fly shuttle looms, 141 improved types of dobbies and 17 beams were introduced during the year. One cottage sizing set demonstration and one dyeing demonstration were also maintained. Small dye houses in the locality took keen interest and were benefited by following the improved processes demonstrated.

A peripatetic cane and bamboo demonstration was organised and located in the first instance at Dharwar where the local workers received training in the manufacture of all kinds of cane and bamboo articles. A head lacquerware demonstrator and an assistant demonstrator were selected and deputed to the Mayo School of Art, Lahore, for necessary training in superior types of lacquer work. On completion of their training they will give practical demonstrations to lacquer workers in this Province. Two hand-weaving masters were deputed to Paravur in Travancore for necessary training in coir manufacture, on completion of which, a coir manufacturing school will be organised. An artist designer was appointed during the year to assist hereditary craftsmen to produce saleable goods and also to find markets for same. Ten hereditary artcraft workers were selected and granted stipends to enable them to join the Reay Art Workshop, Bombay, for training. A grant-in-aid was given to the All India Spinners' Association and the All India Village Industries Association for carrying out approved schemes of development of rural industries. Very good work was carried on by these two bodies during the year, the former in connection with hand spinning and khadi weaving and the latter in connection with the production of jaggery out of palm and palmyra juice.

Marketing of handloom products under the Government of India grant continued to receive the attention of the Department. The District Industrial Association at Poona was closed down for unsatisfactory work but an association at Sholapur was organised in its stead with success. On the whole, the District

Industrial Associations have made a good beginning. During the year a wool expert was appointed from the Government of India grant for the improvement of wool weaving as a rural industry and arrangements were made for the marketing of wool products.

Technical and Industrial Education.—The number of technical and industrial schools in the Province during the year stood at 60, of which 24 were maintained by public and private bodies aided by the Department, and one was a Government technical institute, the remainder being only recognised for inspection and examination by the Department through the Committee of Direction for Technical Education. Recognition was granted during the year to four new institutions. As usual a variety of technical courses were offered in these institutions. The inspection of these schools was carried on regularly by the Inspector under the Committee of Direction for Technical Education supplemented by further inspection by the Secretary of the Committee. Of the 1,880 candidates who appeared at the annual examination in April 1937, 1,526 or 81 per cent. were successful. Of these, 608 candidates took the final year examinations of the different courses and 533 passed and were awarded certificates. The recurring grant-in-aid disbursed during the year amounted to Rs. 38,813. The Victoria Jubilee Technical Institute, which continued to work satisfactorily during the year, reached the 50th year of its existence. The R. C. Technical Institute, Ahmedabad, also worked satisfactorily.

The Apprentice Scheme was introduced during the year and the first batch of 327 apprentices was admitted to mills and workshops in Bombay City and Ahmedabad. Some boys found the transition from school to industrial apprenticeship trying and difficult and consequently left the Scheme. Taking everything into consideration, however, the result of the first year has been satisfactory and it is gratifying to note that a large number of boys to-day are qualifying for skilled jobs in industry instead of pursuing the traditional type of secondary education for which they have neither the necessary liking nor the aptitude. The Advisory Committee of the Scheme met five times during the year and closely followed the progress of the Scheme in mills and factories. Negotiations were in progress with mills in Sholapur for the introduction of the Apprentice Scheme there and five mills have agreed to accept 50 apprentices per annum in all. The Scheme also has the financial support of the Sholapur Municipality.

Fisheries.—The efforts of the Department met with continued success in popularising the use of launches among the fishermen for the rapid transport of fish to the city. The number of launches was four as against three in the preceding year. Government sanctioned a second loan of Rs. 23,000 to Messrs. Parkar & Co., to develop and expand their trade and a fourth vessel "Lord Brabourne" was constructed by His Majesty's Indian Navy at its dockyard in Bombay. The fishermen realised better prices for their fish and took keener interest in their trade. The success of the experiment was amply borne out by the fact that Government's lead was followed by a number of private individuals going in for launches. The Department started with one launch in 1934 and during the year there were in the field eight vessels, which brought between them to Bombay about 800,000 lbs. of fish. Two ice factories and cold storage plants have been set up at Malwan on the Ratnagiri coast and Chendia on the Karwar coast, and one is under construction at Sassoon Dock, Bombay, the site where at present all the launches land their catch. Further progress was made with the scheme to train apprentices to handle and operate the launches. Three apprentices obtained the certificate from the Mercantile Marine Department, while four are under training.

Fish Curing Yards.—The number of yards at which business was transacted during the year was 32 as compared with 31 in the previous year. A total quantity of 210,680 maunds of fish was brought to the yards and 59,269 maunds of salt was issued for curing purposes. The propaganda which the Fisheries Inspector is conducting has led to the realisation amongst fishermen of the desirability of curing fish in accordance with sanitary principles. The Department is also experimenting with fresh water fisheries.

Weights and Measures.—The Bombay Weights and Measures Act, 1932, which was introduced in August 1935 remained in force during the year under report. The work of reverification of weights and measures was started all over the Province and the laboratories continued to work at full pressure. The local bodies continued to enforce the Act in co-operation with Government in their respective areas. Since the introduction of the Act nearly 22 lakhs units of new weights and measures have been verified and stamped. During the year under report, the Act was applied to all the Government Departments which have dealings with the public. The Government of India

also made the Act applicable to the Railways and the Salt Department.

The total expenditure on the Department of Industries during the year was Rs. 7·30 lakhs and the total income was Rs. 4·20 lakhs.

COMMISSIONER OF LABOUR

As from 6th June 1933 Government decided that all offices dealing with labour matters should be put under one officer to be known as the Commissioner of Labour. As a result, the administration of the Factories Department was transferred from the Collector of Bombay, together with the Steam Boilers and Smoke Nuisances Department, the latter more for administrative convenience than the nature of the work done by the Department. The Labour Office, which is responsible for social and economic statistics, industrial disputes, legislation and other labour matters also came under the Commissioner of Labour and so did the offices of the Commissioner of Workmen's Compensation and the Registrar of Trade Unions. The Director of the Labour Office, who was also Commissioner for Workmen's Compensation and Registrar of Trade Unions became Commissioner of Labour.

THE FACTORIES ACT

The number of working factories increased from 1,611 to 1,796, but the number of factories, working and non-working subject to the Act increased from 1,879 to 2,108. This was due partly to the extension of the Act to several classes of small industries and partly to the addition of new factories under some of the classified industries, engineering and sugar concerns showing notable increases. The number of factories that remained uninspected was 168 as against 58 in the previous year. A number of these were factories notified under section 5 towards the end of the year and exceptional pressure on the staff owing to the new notifications and the Payment of Wages Act was largely responsible.

The number of operatives employed showed an increase of 43,436 as compared with the previous year, it being 435,207 as against 391,771 in 1936. Despite the large increase in the number of factories, the average number of operatives employed per factory was practically the same as in the previous year, which suggests that the inclusion of small factories employing less than 20 people was counterbalanced by increases in operatives

employed in the larger concerns. The number of women employed showed an increase of 3,239 from 62,652 to 65,891 and that of children a decrease of 456 from 922 to 466 compared with the figures of the previous year.

The total number of accidents reported was 8,206 as against 7,016 last year, the total number of persons injured being 8,248 as against 7,043. The increase was due to the increased number of workers employed in factories. The number of cases instituted by full time inspectors was 442 an increase of four over the previous year, while six cases were instituted by *ex-officio* inspectors. The fines realised Rs. 15,447, an increase of about Rs. 2,500 over the previous year.

The air conditioning of weaving or spinning sheds, both in Bombay city and elsewhere, continued to show considerable advance as compared with previous years, and the efforts of the Factory Department to impress upon employers the economic benefits of air conditioning, quite apart from the humanitarian aspects, are beginning to bear fruit. Other advances in the improvement of working conditions to be recorded were the installation of a dust removal plant in an engineering workshop, while some more printing presses installed vacuum cleaning arrangements for type cases. A factory making motor car bodies installed hydro-filter booths for paint spraying in place of the exhaust system. Government has issued rules compelling the provision of créches in factories employing 100 or more women. The holding of health exhibitions in mills and training classes in First Aid met with a fair measure of success.

The enforcement of the Payment of Wages Act greatly increased the work of the Department. The Act is a difficult one to administer and has numerous defects. The provisions of the Act and the hard work put in by the Factory Inspectors, however, led to wages being paid regularly in many concerns, especially printing presses, where formerly wages were often months in arrears.

The Bombay Maternity Benefits Act was extended from 1st November 1937 to the districts of Ahmedabad, Poona, Bijapur and Kolaba but claims from the additional areas will not be effective until next year. Although there was an increase of 3,751 in the number of women employed the number of claims paid per 100 women employed fell from 9·75 to 7·47 and was lower than any year since the Act was introduced, the largest decrease being in Ahmedabad with a change in rate from 12·43 to 9·55. The average per claim has increased

in Bombay from Rs. 25-14-9 to Rs. 26-13-3 and in Ahmedabad from Rs. 25-9-6 to Rs. 27-6-6; the maximum obtainable is Rs. 28 which may be obtained if the woman absents herself for the four weeks permitted before confinement so that it is clear that the majority are taking full advantage of this. Pre-maternity benefits enabling women to take four weeks' benefit when leaving work before confinement were paid to 1,640 women, nearly half the total number receiving benefits.

THE WORKMEN'S COMPENSATION ACT

During the year under report, two more occupations were added to Schedule II as being hazardous occupations (i) handling and manipulation of radium or X-ray apparatus or contact with radio-active substances and (ii) handling or transport of goods in or within the precincts of (*a*) any warehouse or other place wherein goods are stored and ten or more persons have been so employed on any one day during the preceding twelve months and (*b*) any market in which on any one day during the preceding twelve months one hundred or more persons have been so employed. Section 35 of the Act was also amended so as to safeguard the interest of employers depositing compensation to be transferred to other countries for distribution amongst the dependants of deceased workmen living in those countries.

As in previous years, the co-operation of the Insurance Companies representing the employers and Claims Agencies representing the workers contributed materially to the smooth working of the Act in Bombay. More than 50 per cent. of the cases dealt with during the year were settled through Insurance Companies. No Trade Union in Bombay working on the lines of the Textile Labour Association, Ahmedabad, has interested itself in taking up the cases of workmen. The Government Labour Officer, however, sent along a number of cases for enquiry. The Ahmedabad Textile Labour Association was the only Trade Union which played any real part in the settlement of claims on behalf of workers. During the year under report, the total number of claims handled by that body was 244 as against 200 in the previous year and 202 of them were settled during the year. The total amount of compensation secured by them was Rs. 21,915 of which Rs. 10,383 were distributed through the Commissioners and the balance Rs. 11,532 paid under agreements with the employers. All these cases were conducted in Court by the Union Officials assisted by their Chief Medical Officer and House Surgeon of the Labour Union Hospital. Applicants who were not represented either by pleaders or

Claims Agencies were helped by the workmen's compensation office staff who wrote out applications and took up the cases with employers. The number of applications in which such assistance was rendered during the year under report was 60, apart from applications under the Payment of Wages Act and for withdrawal of compensation monies from the Post Office Savings Bank accounts.

Returns under section 16 of the Act were received from 1,895 concerns, of which 1,793 were in respect of factories, 65 in respect of electric supply companies, 13 in respect of cinema film manufacturing companies, 16 in respect of fire brigades, one each in respect of tramways and the port trust, four in respect of mines and two in respect of explosives manufacturing factories. The aggregate number of persons employed daily was 446,380 as compared with 400,825 in the previous year. The total number of accidents in respect of which compensation was paid was 5,074 as against 4,071 in the previous year and the amount of compensation paid during the year under report was Rs. 2,00,589 as compared with Rs. 1,56,862 in the previous year. This amount represents only the compensation paid by the employers covered by the notification under section 16 and not the whole amount of compensation paid by all the employers amenable to the Act.

The total number of cases dealt with during the year by the Commissioners in the Province including those of agreements, was 883, the total amount of compensation paid being Rs. 2·98 lakhs.

During the year under report Rs. 2·05 lakhs were deposited with the Commissioners as compensation under sections 8 (*1*) and 8 (*2*) of the Act. Including the opening balance of Rs. 32,559 there was a total amount of Rs. 2·38 lakhs, of which Rs. 1·50 lakhs were paid out to dependants in respect of cases of fatal accidents, and Rs. 57,531 to injured women and other injured workmen, leaving a balance of Rs. 30,652 undisposed of at the end of the year.

The total number of applications for registration of agreements to be disposed of during the year was 418, of which 381 were disposed of, leaving 37 pending at the end of the year. Of the 418 applications, 400 related to permanent disablement and eighteen to temporary disablement.

Out of the 520 cases and 419 agreements received during the year, 454 (i.e. about 81 per cent.) of the cases and 356 agreements (about 85 per cent.) were received by the Commissioner for

Workmen's Compensation, Bombay. The Commissioner, Ahmedabad, had 42 cases and 44 agreements and the remaining 24 cases and 19 agreements were presented in the Courts of the remaining 20 *ex-officio* Commissioners in the Province. The Commissioner, Bombay, had 132 contested cases as against 99 in the previous year.

Payment of Wages Act, 1936.—The Act which was passed in the year 1936, came into force in this Province with effect from 28th March 1937. It was made applicable in the first instance to persons employed in factories in which 20 or more persons are working and any mechanical or electrical power is used and to persons employed upon any railway by a railway administration or directly or through a sub-contractor by a person fulfilling a contract with a railway administration. The Act does not apply to persons whose average monthly wages are two hundred rupees or more. Under section 15 of the Act, the Commissioner for Workmen's Compensation, Bombay, was appointed to be the Authority for the City of Bombay and the Bombay Suburban District, to hear and decide all claims arising out of deductions from wages or delay in payment of wages in that area. The Act provides for individual applications, group applications and applications by Inspectors of Factories.

During the nine months in which the Act has been in force, the total number of applications received and decided was eighteen, 12 of which were individual applications and the remainder group applications, in three of which the applications were presented by Inspectors of Factories. The total amount of wages claimed or awarded in these applications including compensation was Rs. 3,698. Of the 18 applications that were decided, 10 were against Printing Presses. With the one exception the applicants' claims were allowed either in full or in part. Except in the three applications that were presented by Inspectors of Factories, all the applicants had to be helped by the office staff. Besides this, numerous enquiries from workers regarding the payment of wages had to be attended to during the year and it is expected that owing to the extension of the Act to smaller factories employing ten or more persons there will be a considerable increase in work under this Act during the next year.

BOILER INSPECTION DEPARTMENT

The number of boilers on the register at the end of the year was 6,449. Out of these 1,929 were inspected and certified by the Boiler Department. Five cases of irregularities were

discovered. The explanations given were accepted and in each case a warning was given.

Seven accidents to boilers were investigated during the year. No person was killed or injured.

Three examinations for certificates of Competency as boiler attendants and three for certificates of Proficiency as engineers were held at Bombay.

The receipts, excluding those on account of Boiler Attendants' and Engineers' examination fees, for the year were Rs. 1·30 lakhs as against Rs. 1·33 lakhs in the previous year. The receipts on account of examination fees during the year in Bombay were Rs. 7,990 as against Rs. 9,780 in the preceding year.

SEA-BORNE TRADE

The following figures give the total value of the sea-borne trade of the Province of Bombay during the year 1937–38 :—

I. Foreign Trade—

	Merchandise	*Treasure*
Imports—	Rs. 74·41 crores	Rs. 2·58 crores
Exports—	Rs. 40 crores	Rs. 18·43 crores
	Rs. 114·41 crores	Rs. 21·01 crores

giving a total foreign trade of Rs. 135·42 crores as compared with Rs. 136·82 crores in the preceding year.

II. Coasting Trade—

	Merchandise	*Treasure*
Imports—	Rs. 18·22 crores	Rs. 15 lakhs
Exports—	Rs. 24·62 crores	Rs. 10 lakhs
	Rs. 42·84 crores	Rs. 25 lakhs

giving a total coasting trade of Rs. 43·09 crores against Rs. 50·50 crores in the preceding year.

The total sea-borne trade of the Province of Bombay amounted to Rs. 178·51 crores against Rs. 187·32 crores in the preceding year.

The year under review opened with clear indications that trade had emerged out of the depression which had prevailed for

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some years and that more prosperous conditions were in sight. A general rise in the prices of commodities and Indian manufactures enhanced purchasing power in general and gave an impetus to imports. The rearmament policy of the United Kingdom and other European countries continued to provide employment and created a demand for commodities on a scale which stimulated an expansion of international trade in which India also had its share. Local industrial production also improved considerably. Indian mills were able to increase their production and to dispose of stocks satisfactorily. Unfortunately, this encouraging trend did not last long. The latter part of the year began to show a general downward tendency of which reduced railway earnings, decreasing exports, and falling prices for many essential commodities were visible signs. The world overproduction of cotton combined with the reactions of the Sino-Japanese conflict resulted in a sharp decline in this country in the price and export of this staple commodity and seriously affected the whole trade of the Province. Before the year under review came to a close, the general conditions were such as to indicate that trade was definitely on the down-grade and the question which engaged serious consideration was whether this set-back was a portent of a general slump or was merely in the nature of a temporary pause in the progress of trade.

The aggregate value of the foreign trade of the Province amounted to Rs. 135·42 crores as compared with Rs. 136·82 crores last year, the value of merchandise being Rs. 114·41 crores as against Rs. 94·36 crores and that of treasure being Rs. 21·01 crores as against Rs. 42·46 crores in the preceding year.

The total value of imports of merchandise on private account into the Province of Bombay amounted to Rs. 73·74 crores, showing an improvement of Rs. 24·41 crores over the previous year's figure. This total includes the value of imports from Burma which amounted to Rs. 6·91 crores and which are being treated as foreign trade since April 1937. The value of private treasure (gold and silver) was Rs. 2·55 crores against Rs. 12·96 crores. The principal articles which contributed to the improvement were raw cotton, grain, pulse and flour, oils, machinery and mill work, metals and ores, motor cars and motor cycles (including omnibuses and parts), paper and pasteboard, wood and timber, wool manufactures, artificial silk, dyeing and tanning substances, instruments, postal articles, cotton manufactures, precious stones and pearls (unset) and chemicals and chemical preparations.

The total value of exports (including re-exports) of merchandise on private account, including those to Burma, amounted to Rs. 39·9 crores, showing a fall of Rs. 4·5 crores as compared with the preceding year. Exports of treasure (gold and silver) also fell from Rs. 29·27 crores to Rs. 18·42 crores, the value of gold exported being Rs. 17·85 crores against Rs. 29·25 crores last year. The fall in exports of merchandise was chiefly attributable to reduced shipments of Indian produce and manufactures, chiefly raw cotton, seeds, and postal articles. Re-exports of foreign merchandise recorded an increase chiefly on account of larger re-shipments of raw skins.

The total value of the private coasting trade, excluding treasure, fell from Rs. 50·16 crores to Rs. 42·74 crores, both imports and exports sharing in the fall. Imports decreased from Rs. 23·2 crores to Rs. 18·16 crores due partly to the exclusion of imports from Burma and partly to smaller arrivals of raw cotton from Kathiawar, Goa and British ports within the Province, coal and matches from Bengal, sugar (foreign) from British ports within the Province and Kathiawar and cotton piecegoods-grey from Kathiawar. Imports of raw cotton and wheat from Sind, seeds from British ports within the Province and spices from Madras, Travancore and British ports within the Province recorded noticeable increases. The export trade decreased from Rs. 26·96 crores to Rs. 24·58 crores owing partly to the exclusion of exports to Burma and partly to smaller shipments of rice to British ports within the Province, cotton piecegoods to Sind and Madras and carriages and carts to Bengal. Exports of other textile manufactures (foreign) to Sind and of seeds to British ports within the Province recorded a noticeable increase. Exports of raw cotton to Madras increased but those to British ports within the Province decreased.

The average prices of most of the important commodities of import and export were higher than those in the previous year except in the case of both imports and exports of cotton white piecegoods and exports of cotton twist and yarn, the average prices of which were equal to those in the preceding year.

Of the total foreign trade in merchandise, the proportion of the trade with the British Empire amounted to 46·48 per cent. The share of the United Kingdom, however, declined from 26·25 per cent. to 24·18 per cent. The share of Japan and Germany declined from 29·04 per cent. to 19·7 per cent. and from 7·71 per cent. to 7·07 per cent., respectively, but

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that of the United States of America improved from 5·13 per cent. to 7·22 per cent.

There are 74 subordinate Customs ports in the Province and for administrative purposes they are grouped under 28 talukas which are again grouped under six Ranges.

Trade at the subordinate ports with foreign countries is negligible and is restricted mainly to dried fruits such as cashew nuts, cashew kernels, dates and rice. Foreign private imports were valued at Rs. 42·51 lakhs as against Rs. 8·75 lakhs and exports at Rs. 8·27 lakhs against Rs. 20·58 lakhs in the previous year, the increase in imports being entirely due to the imports from Burma being treated as foreign trade from 1st April 1937. The decrease in exports was attributable to smaller shipments of cashew kernels to the United States of America and to cessation of direct exports of raw cotton to Japan.

The coasting trade mainly represents the movements of Indian produce and manufactures from the subordinate ports to and from ports in other provinces as also between themselves. The total value of this trade decreased from Rs. 6·43 crores to Rs. 5·74 crores, imports falling from Rs. 3·6 crores to Rs. 2·93 crores and exports from Rs. 2·82 crores to Rs. 2·81 crores. The exclusion of trade with Burma was partly responsible for the decrease.

The total number of vessels which entered inwards was 733 of 3,380,914 tons as against 706 of 3,159,555 tons and that which cleared outward was 667 of 3,234,258 tons against 598 of 2,840,541 tons. Of the total tonnage of 6,615,172 tons that of steam vessels of British, Italian, American, Norwegian and Danish Nationalities increased, while the tonnage of steam vessels of the Japanese, German and Greek Nationalities decreased. There was no change in steam vessels of French nationality.

The amount of import and export duty, excluding the various cesses, collected at the Bombay Custom House during the year were Rs. 1,751·26 lakhs and Rs. ·93 lakh as against Rs. 1,524·85 lakhs and Rs. 1·10 lakhs respectively in 1936-37. The ratio of true expenditure to revenue at the Bombay Custom House during the year was 1·13 per cent. as against 1·17 per cent. in the preceding year.

Treasure.—The imports of treasure decreased from Rs. 12·99 crores to Rs. 2·58 crores while the exports decreased from Rs. 29·47 crores to Rs. 18·43 crores. Imports of gold

on private account further increased from Rs. 119·95 lakhs to Rs. 139·21 lakhs in the year under review owing chiefly to larger arrivals of sovereigns from the Bahrein Islands, Switzerland and Iraq and of gold bullion from the United Kingdom. Exports of gold which have been on the decline for the last four years fell further by Rs. 11·4 crores due chiefly to reduced shipments of bullion to the United States of America and the United Kingdom, the former taking bullion worth Rs. 7·11 crores as against Rs. 16·47 crores and the latter Rs. 8·7 crores against Rs. 12·46 crores in the previous year.

Port of Bombay.—The total value of the trade of the port of Bombay, foreign and coasting, including Government transactions, but excluding treasure, was Rs. 150·98 crores as against Rs. 137·96 crores in the preceding year, foreign trade being Rs. 113·90 crores and coasting trade Rs. 37·08 crores as against Rs. 94·07 crores and Rs. 43·89 crores, respectively, in the previous year.

The total values of the foreign imports and exports into and from the port of Bombay, classified under five main headings, were as follows :—

	Imports		Exports	
	1936–37	1937–38	1936–37	1937–38
	Rs. Lakhs.	Rs. Lakhs.	Rs. Lakhs.	Rs. Lakhs.
Food, drink and tobacco	317·79	754·04	169·66	197·01
Raw materials and produce and articles mainly unmanufactured	1,036·21	1,996·95	3,444·30	2,641·80
Articles wholly or mainly manufactured..	3,464·03	4,436·71	545·69	938·76
Living Animals	11·52	13·60	2·55	2·48
Postal articles	94·62	130·64	257·31	201·51
Total ..	4,924·17	7,331·94	4,419·51	3,981·56

CHAPTER VI

PUBLIC WORKS DEPARTMENT

THE Public Works Department has long been an important feature of the British administration in India. Its history dates from 1854 when it first came to be organised on a definite basis in succession to the old military boards, constituted mainly for the carrying out of military works.

For administrative purposes the work of the Department is divided into two sections: (*i*) Roads and Buildings and (*ii*) Irrigation.

During the year under report a temporary post of Superintending Engineer, Road Development, and Secretary, Board of Communications, was created. He prepared a priority list of communication works for each division, in consultation with the local officers, in three different categories, viz., feeder roads, roads competitive with railways, and other roads and also drew up a seven-year programme for financing the works. They were approved by the Board of Communications before submission to the Government of India.

The auctioning of strips of land on both sides of the Public Works Department roads during the monsoon was stopped and the village cattle were allowed to graze on these strips free of charge, as auctioning was found to cause much harassment to the villagers on account of the contractors taking away the cattle to the pounds.

Some Masjids in the city and district of Ahmednagar were being used for Government purposes. During the period under review orders were issued for the immediate restoration of the Kali and Sunheri Masjids and for the reservation of the Ek-Gumbazi Masjid for religious use by the Muslim members of the city police force at Ahmednagar.

A Committee was appointed to investigate the question of the construction of cheap and durable village roads, as also the most suitable and economical type of construction of roads. The investigations of the Committee were in progress. During the period under review the total expenditure of the Roads and Buildings Branch of the Public Works Department was Rs. 133 lakhs, including an expenditure of Rs. 37·9 lakhs on Petrol Tax Works.

Central Workshops, Dapuri.—The total outturn during the year in the Workshops at Dapuri, including the closing balance, was Rs. 1·37 lakhs against Rs. 1·39 lakhs of the previous year. The work was of a varied nature and, as usual, included repairs to road rollers, pumps of all descriptions, casting of everite specials, repairing a number of gauges for the Director of the Hydrodynamic Research Station, repairs to sluice gates and manufacture of spare parts for road rollers. A Committee was appointed with the Superintending Engineer, Central Circle, as Chairman to examine the whole question and see how to make the best use of the existing workshop.

Electricity.—Electric supply continued to attract the attention of the public in an increasing degree. By the end of the year under review, electricity has been introduced in 54 centres in the Province and nine other centres were in process of being electrified. The number of licenses, excluding those revoked, but including sanctions under Section 28 of the Indian Electricity Act, actually in operation in the Province at the beginning of the year was 65 while at the end of the year the number operating was 69. The receipts from the electricity duty amounted to Rs. 12·07 lakhs.

A committee was appointed during the year under report to investigate into the rates of all the Electric Supply Companies of more than seven years' standing and to recommend the maxima rates which they can be allowed to charge. The investigations of the Committee were in progress at the close of the year.

Communications.—The total expenditure incurred during the year under this head was Rs. 42·21 lakhs for original works and Rs. 28·59 lakhs for repairs. A sum of Rs. 25 lakhs was held by the Government of India to the credit of this Government from the Petrol Tax Fund, to be allotted as required.

Scarcity Works.—Scarcity works were carried out during the first half of the year under review in the Kaira and Panch Mahals Division of the Northern Circle. Twenty-three very important works, such as improvements to village tanks, road works, etc. were carried out, the total number of labourers employed being nearly 42 lakhs. The expenditure incurred amounted to Rs. 9·04 lakhs. An expenditure of about Rs. 2,000 was incurred from the Famine Relief Fund in the Central Circle during the year. In addition to six works in progress 14 new works were started to afford relief to the distressed people in the Southern Circle costing Rs. 3·51 lakhs. The

necessary medical arrangements were made, medicines were stored at each work and a table dispensary provided where necessary. The general health and sanitation on all works were satisfactory.

Water Supply and Drainage Works.—The Poona Cantonment Water Works, the Kirkee Water Works, including Government House, the Ambernath Water Works and the Poona Sewage Works were maintained during the year. In addition maintenance of the Alandi and Matheran Water Works and construction of the Poona Drainage Improvements and the Municipal Drainage Works were carried out as deposit contribution works.

The quantity of sewage pumped at the Bahiroba Pumping Station during the year under review was 1,624 million gallons, an average of about 5·7 million gallons per day. The new pumping machinery was running satisfactorily and could cope with the additional amount of sewage discharged. The expenditure on this work during the year was Rs. 75,620.

RAILWAYS

The railways situated within the Province of Bombay are not administered by this Government but are under the general control of the Railway Board.

No new traffic surveys of any railway projects were carried out during the year, nor have any new lines of railway been opened for further traffic. The total length of the railways in the Province (excluding Indian States) open for traffic during the year under review was 2,390 miles made up as shown below :—

	Broad gauge	Metre gauge	Narrow gauge	Total
	Miles	Miles	Miles	Miles
Bombay Baroda and Central India Railway ..	541	121	143	805
Great Indian Peninsula Railway	822	..	62	884
Madras and Southern Maratha Railway ..	..	588	..	588
Barsi Light Railway	..	..	113	113
	1,363	709	318	2,390

IRRIGATION

Irrigation in the Province of Bombay is not compact. Rainfall which helps agricultural operations is often precarious. Tanks and canals provide water for irrigation of valuable crops such as sugarcane and also provide a source of supply to other crops when the rainfall is deficient or irregular.

The most important irrigation systems are situated in the Bombay Deccan and they are generally of the same type. Each depends upon a storage lake situated near the head of one of the river valleys, where sufficient water is collected during the monsoon to supply a tract of country on either side of the river valley below. The water stored during the rains is let out during the dry months of the year in accordance with requirements; and, at a point on the river which may be as far as 50 miles from the main storage lake, a pick-up weir is constructed across the river to raise and divert the water into canals taking off on either side of the river. In one case only, that of Lake Fife at Khadakwasla near Poona, do the canals take off directly from the dam itself. The canals are aligned with a considerably flatter slope than that of the rivers and they are consequently able to diverge from the river itself on each side of the valley, so as to obtain flow command over cultivable lands.

There are also scattered over the Province a number of old irrigation works, consisting chiefly of a few small canals and moderately large tanks. There are nearly 12,000 smaller tanks, mostly in the southern part of the Province and in Gujarat, and about 400 bandharas in Nasik and Khandesh districts. The tanks have earthen dams. The larger ones irrigate areas up to 1,300 acres and the smaller ones up to 500 acres. The chief crop irrigated is rice. The bandharas are masonry weirs built across rivers to head up the water to a level sufficient to irrigate lands on the banks of the streams by means of channels taking off from the flanks of the bandharas. The areas irrigated are up to 800 acres and the chief crops are sugarcane, wheat, bajri and gram. From these small beginnings have evolved the magnificent irrigation works which now form such a conspicuous feature in the Bombay Deccan and have so successfully fulfilled their beneficent purpose in banishing the famine which formerly devastated this portion of the Province.

Northern Circle.—The Hathmati and Khari Cut Canals are the only important canal systems in Gujarat, the other

irrigation works, comprising small tanks, being dependent on local rainfall. During the year under review the rainfall was much above the average and quite sufficient for crops and for storage purposes. The total area irrigated during the year under the canals was 19,983 acres as against 129 acres in the previous year.

Central Circle.—The Ekruk Tank near Sholapur, the Jamda Canals and the Krishna Canal are the most important irrigation works in this Circle. The Ekruk Tank supplies water for irrigational purposes and also for domestic and industrial purposes to the Municipality and mills of Sholapur and the Great Indian Peninsula Railway administration. The area irrigated during the year with the water supplied from this tank was 4,217 acres and the gross assessed revenue (irrigational and non-irrigational) amounted to Rs. 1·50 lakhs.

Deccan Irrigation Circle.—The Mutha Canals comprise a storage reservoir at Khadakwasla near Poona, known as Lake Fife, and the Mutha Right and Left Bank Canals, which are 70 and 18 miles long, respectively. The Matoba Tank is a tail tank receiving the surplus supply of the Mutha Right Bank Canal during the monsoon months. The storage is utilised partly for irrigation and partly for supplying water for domestic purposes to the Municipality and the Cantonments of Poona and Kirkee. The rainfall of the year was satisfactory, being 40·16 inches at Khadakwasla against 21·77 inches of the previous year. The area irrigated by this scheme during the year under report was 17,491 acres.

The Godavari Canals were completed in 1915–16 at a cost of approximately a crore of rupees. The system comprises (1) a storage reservoir, known as Lake Beale on the Darna river, a tributary of the Godavari; (2) a pick-up-weir at Nandur Madhmeshwar, 47 miles down stream of the Darna Dam and (3) two canals, viz., the Godavari Right and Left Bank Canals, 69 and 48 miles long, respectively. The Darna Dam, inclusive of its waste weir, is more than a mile long and has a maximum height of 92 feet above the lowest level of its foundation. The lake has a storage capacity of 7,763 million cubic feet. The weir at Nandur Madhmeshwar has a length of 3,618 feet inclusive of the Right and Left Bank regulators. Its crest is at a level of 34 feet above the river bed. The Canals irrigate lands situated in the south of Nasik District and in the north of Ahmednagar District. The rainfall during the year was generally good. During the year the total area irrigated by this system was 36,523 acres.

The Pravara River Works comprise (*a*) the Wilson Dam at Bhandardara, 1,600 feet in length and 282 feet high from its foundation to the top of the parapets impounding a storage of some 10,000 million cubic feet, (*b*) a pick-up-weir at Ojhar, 890 feet long, 53 miles below the Dam, and (*c*) two canals, viz., the Pravara Right and Left Bank Canals, 33 and 48 miles long, respectively. The rainfall of the year under report was satisfactory. The area irrigated by this system during the year was 44,509 acres.

The Lloyd Dam at Bhatgar, 190 feet high and 5,300 feet long, is one of the largest in the world. It impounds about 24,000 million cubic feet of water and supplies water to the old Nira Left Bank Canal and the new Right Bank Canal, which are 100 and 106 miles long, respectively. The latter, which is the largest canal in the Deccan, irrigates mainly the western portion of the Sholapur District, which is notoriously liable to famine. The Lloyd Dam was completed in the year 1928 and the Nira Right Bank Canal was completed during the year under report. Due to the development of irrigation on the Nira Right Bank Canal by the establishment of sugar factories the demand for water has greatly increased. The rainfall of the year was inadequate and untimely. The area irrigated by the Nira Right Bank Canal was 41,543 acres and that by the Nira Left Bank Canal was 77,759 acres.

The establishment of sugar factories in this Circle has contributed towards the successful working of the Deccan Canals. Seven sugar factories have been established on the several canals and one more Company has just started erection of machinery of its factory.

Southern Circle.—The Gokak Canal is the most important irrigation work situated in this Circle. The scheme consists of a weir constructed across the Ghataprabha river at Dhupdal in Belgaum District, 16 miles of main and branch canals and 36 miles of distributaries. The system also supplies water for industrial purposes to the cotton mills at Gokak and to the Madras and Southern Mahratta Railway Company. The area irrigated during the year by this system was 10,162 acres.

Expenditure, revenue and area irrigated.—The total expenditure incurred on all the irrigation works in the Province of Bombay during the year 1937–38 amounted to Rs. 22 lakhs compared with Rs. 24 lakhs in the previous year. The expenditure incurred on capital works, i.e., works for which both Capital and Revenue accounts are kept, amounted to Rs. 17·4 lakhs.

Receipts from capital works totalled Rs. 32·3 lakhs as compared with Rs. 29·6 lakhs, the average of the preceding three years. The area irrigated by these works aggregated to 3·16 lakhs acres approximately compared with 2·54 lakhs acres, the average of the last three years. The area under irrigation by non-capital works was nearly 1·68 lakhs acres and the revenue derived therefrom amounted to Rs. 7·4 lakhs.

CHAPTER VII

VITAL STATISTICS AND MEDICAL RELIEF

THERE was a slight decrease in the death rate of the Province 27·50 per mille in 1937 as against 27·73 in 1936. As compared with the preceding three years there was a noticeable decline in the Provincial death rate; however it did not reach the low level of the healthy year 1932 when the rate recorded was 24·72. The comparison of these two years, 1932 and 1937, shows that during the former year though plague was much more prevalent, the other epidemic diseases, viz., cholera and smallpox claimed fewer deaths and fever, dysentery and diarrhœa, respiratory diseases and all other causes also caused fewer deaths. The rates based on estimated population also showed an improvement. During 1937 the death rate calculated on estimated population was 25·44 against 25·96 in 1936. In the birth rate based on estimated population (37·63) there was a decline of 1·14 over the preceding year. A comparison of the figures of deaths under several heads with the mean of the previous five years 1932 to 1936 showed that there was a decrease in the mortality rates under smallpox, plague, fevers and injuries from ·34 to ·11, ·62 to ·03, 9·18 to 9·15 and ·40 to ·39 respectively. Cholera recorded a rise of ·13, dysentery and diarrhœa of ·17, respiratory diseases of ·71 and other causes of ·10.

Other features of the year were an excess of births over deaths of 236,268, a decrease in the infant mortality rate from 166·08 to 160·74 and a decrease in the infant deaths per 100 of total deaths from 24·79 to 23·77.

The three omnibus headings, i.e., "Fevers", "Respiratory Diseases" and "Other Causes" accounted for 90 per cent. of the total mortality. The disquieting factor is the increase of deaths due to respiratory diseases; the year under report showed a rise as compared both to the previous year and the mean of the previous five years. Though all the deaths may not be correctly registered under this head there is sufficient reason to believe that the figure is being greatly influenced by the spread of tuberculosis both in urban and rural areas. The deaths registered under the latter cause are also steadily increasing during recent years, this year's figure being 25,123

deaths against 24,592 in 1936. It is strange but true that the disease causing twice as much mortality as cholera is not taken by the people half so seriously. The facilities of rapid transport between the large towns and the villages are responsible to some extent for this spread. Tuberculosis was most prevalent in Thana, Kolaba and Ratnagiri districts from which the bulk of the labour for Bombay city used to be drawn but now it is not uncommon to come across cases of tuberculosis of Bombay origin in the villages of the distant districts where it goes under the name of " Bombay fever ". Similarly tuberculosis is also spreading to the rural areas from the industrial towns in Gujarat.

If the question " Why is the health of the Province so poor " has to be answered in one sentence, the reply would be " The standard of living of the masses is very low ". A scrutiny of the causes of deaths would show that the epidemics account for only a small portion of the total deaths and " respiratory diseases " and " fevers " claim more than half the deaths. In other words, the causes of deaths are more constitutional than accidental.

Births and Deaths.—The European population according to the census of 1931 was 18,028. In 1937 the number of births recorded was 229 against 254 in the previous year, giving a ratio of 12·70 per mille of population against 14·09 in 1936. There were 124 deaths equal to a death rate of 6·88 as compared with 132 and 7·32 respectively in 1936.

The Anglo-Indian population according to the census of 1931 is 14,176. The number of births registered was 217 against 230 in 1936. The birth rate per mille of population for the year under report was 15·31 as compared with 16·22 in the previous year. There were 144 deaths as compared with 143 in 1936, the death rate being 10·16 against 10·09 in the preceding year.

Among the civil Indian population of 17,932,368 according to the 1931 census 729,476 births were registered showing a decrease of 12,855 over the figures for 1936. The birth rate for the year for the Province was 40·68 against 41·40 in the previous year. The birth rate on the estimated population for the year worked out to 37·63. The proportion of male to female births was 106·62 to 100. Still-births numbered 12,050 as against 12,515 in the previous year.

The year under report showed a decrease in the recorded deaths as compared with the previous year. The total number of deaths registered was 493,208 in 1937, 497,278 in 1936,

the quinquennial average being 488,643. The proportion of male to female deaths was 105·26 to 100. The recorded death rate for the Province worked out to 27·50 per mille; it was 27·73 in 1936, the quinquennial mean being 27·25. The death rate, calculated on the estimated population for the year, was 25·44.

In Bombay city the birth and death rates were 30·29 and 26·33.

In the Province the male and female death rates among Hindus were 28·33 and 28·61, among Muhammadans 23·76 and 26·89, among Parsis 15·02 and 13·42, among Christians 14·59 and 16·06 and among Jains 17·35 and 19·65. The Provincial infant mortality rate was 160·74 against 166·08 in 1936. Deaths due to child birth numbered 3,093 against 3,203 in 1936. The maternal mortality rate per 1,000 registered births including still-births worked out to 4·17 against 4·24 in 1936.

Causes of deaths.—Deaths among all Indians totalled 493,208, cholera being responsible for 10,992, small-pox for 1,810, plague for 506, fevers for 164,130, dysentery and diarrhœa for 28,094, respiratory diseases for 111,487, injuries for 7,065 and all other causes for 169,124 deaths.

Pilgrim Centres.—The total number of pilgrims attending the Ashadi fair at Pandharpur was 159,777 as against 91,261 in 1936. As there was an apprehension that movements of the pilgrims would spread infection, Government applied the Epidemic Diseases Act to Pandharpur and ordered that persons who were not protected by inoculation against cholera should be prohibited from entering the municipal limits of Pandharpur during the period of the fair. In all 116,367 pilgrims out of 159,777 were inoculated, the majority of the others arrived with certificates of inoculation. The usual medical arrangements were ready well before the pilgrims began to arrive. Twenty-two doctors were posted at the station for the medical inspection and inoculation of pilgrims while 23 inoculators assisted by medical students, were on duty at the various nakas and in the town. One case of cholera and three of diarrhœa were admitted into the Hospital.

The sanitary arrangements made at the principal fairs at Alandi, Nasik, Trimbak and in different parts of the Province were adequate.

Vaccination.—During the year under report 641,456 persons were primarily vaccinated against 605,243 in the previous year.

Of the primary vaccinations performed 601,964 or 93·84 per cent. were successful and 1,252 or ·19 per cent. unsuccessful. The percentage of successful re-vaccination was 44·28. Results could not be ascertained in 55·71 per cent. of cases. During the year 1,810,980 doses of lymph were issued by the Vaccine Institute, Belgaum, as compared with 1,447,310 during the previous year. The purity and potency of all lymphs were tested as usual. The cold room continued to give satisfactory service. The expenditure for the year amounted to Rs. 99,688, including the amount spent for current repairs to buildings, interest on capital outlay and pension contribution, as against Rs. 98,667 in the previous year. The cost of lymph per dose despatched came to 10·6 pies. The cost of vaccination came to Rs. 4·16 lakhs as against Rs. 4·56 lakhs in the previous year, the average cost of each successful case of vaccination being Re. 0–11–2. Excluding Bombay and the six Cantonments of Ahmedabad, Ahmednagar, Poona, Kirkee, Belgaum and Deolali, the Vaccination Act has been applied to 53 towns and 10 villages of the Province as against 41 towns and 10 villages in 1936.

HOSPITALS AND DISPENSARIES

The subsidised private medical practitioners appointed in the rural areas of Ahmednagar, West Khandesh, Nasik, Ratnagiri, Belgaum and Karwar districts did good work and the facilities afforded were fully availed of by the public. Government having been convinced of the popularity and the utility of such a scheme has decided to extend it by opening 200 new centres in the Province and putting them in charge of subsidised private medical practitioners in Allopathic, Ayurvedic and Unani systems of medicine. The conditions of service for the Allopathic practitioners will be the same as those of last year with this change that the annual grant for medicine will be Rs. 350 instead of Rs. 400. The Ayurvedic and Unani practitioners will get Rs. 30 as monthly subsidy in addition to fixed travelling allowance of Rs. 15 per mensem. The annual grant for medicine for such practitioners will be only Rs. 150.

As part of the programme of medical relief in rural areas Government sanctioned a scheme providing for an increase in the number of qualified nurse-midwives attached to Local Board dispensaries on payment of a subsidy equivalent to 33⅓ per cent. of the cost of nurse-midwives actually

maintained, subject to a maximum of three nurse-midwives, in addition to any kept at present at its dispensaries. As, however, the response of the District Local Boards was not very encouraging, since only three District Local Boards participated in the scheme, Government found it necessary to modify the scheme by raising their contribution to 4/5ths of the total cost of maintaining four nurse-midwives in each district except the Bombay Suburban District. Under the scheme the total number of nurses to be appointed in the Province will be 76. If for any reason a particular District Local Board does not desire to appoint the full quota, viz. four, the Surgeon General has been allowed the discretion to permit any other Board or Boards to entertain more nurses than the quota allotted to them provided the total number of 76 is not exceeded.

The six tuberculosis clinics opened in 1937 did useful work in fighting tuberculosis. With a view to rendering assistance by improving diagnosis in the campaign against tuberculosis, the question of affording facilities for free microscopic examination of sputa at the hospital laboratories is under consideration. The extension of these facilities to all private registered medical practitioners will also be considered. Civil Surgeons were asked to arrange a short instructive course of lectures and clinical demonstrations on the prevention, diagnosis and treatment of tuberculosis in consultation with the Medical Officers in charge of Anti-Tuberculosis clinics and local Medical Associations of the cities where they exist.

In order to provide proper facilities for the treatment of leprosy at the several hospitals and dispensaries in the Province the Civil Surgeons and the Medical Officers under them were instructed to take up the treatment of leprosy at their respective institutions.

The number of medical institutions open at the close of 1937 was 423 as against 428 in the preceding year, while the number of patients treated was 3,218,017 against 2,895,109. Out of 111,925 in-patients treated during the year 65,532 were cured, while the mortality was 8,627, the ratio of deaths per cent. being 7·7. The number of patients treated at female hospitals was 96,787. There were 3,753 beds available for males and 2,716 for females as against 3,653 and 2,727, respectively, in the previous year. The daily average attendance of indoor patients was 4,951 and of outdoor patients 29,215. Surgical operations were performed on 136,005 persons with a mortality of 0·9 per cent.

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Miscellaneous receipts, including hospital fees, charitable contributions, etc., amounted to Rs. 6·87 lakhs, while Rs. 19·44 lakhs were contributed by local bodies. The net expenditure was Rs. 47·20 lakhs.

HAFFKINE INSTITUTE

The Haffkine Institute continued to function during the year as (*i*) a centre for manufacture of plague vaccine for the whole of India and other vaccines for the Province of Bombay, (*ii*) a bacteriological laboratory for the Province of Bombay, (*iii*) a centre for the manufacture of anti-rabic vaccine for the Province of Bombay and the adjoining areas and the treatment centre for the Bombay City, and in addition, (*iv*) carried out research work on plague and other subjects largely with the assistance of the Indian Research Fund Association. Large quantities of plague, cholera, meningococcal and T. A. B. Vaccines were issued during the year. The assumption by the Institute of the supply of therapeutic anti-toxins and sera to Government hospitals proved a success, and demands for the sera were increasing.

In addition to 69 anti-rabic treatment centres operating in this Province during the previous year, 16 new centres were opened. During the year 6,839 treatments were issued to these centres and 322 treatments were issued for veterinary use. In addition 2,945 patients were treated at the Institute itself.

Over 7,000 specimens were examined by the diagnostic department for various Government hospitals and dispensaries. The number of Wassermann reactions carried out was 3,423 and 3,137 Kahn tests were done. The Biochemical Unit continued to prove of great value to hospitals in their diagnostic work. In addition the Unit established normal standards for red blood cells, hæmoglobin, colour and volume indices for Indians. Similarly normal standards for Indians for non-protein nitrogen content of blood were worked out. The establishment of these standards should prove of great value to clinicians. The evaluation of laboratory findings in disease conditions are of value only if they can be compared with similar findings in health.

Researches in plague and pharmacology were carried out at the Institute with the help of a generous grant from the Indian Research Fund Association.

Work on Antiplague Vaccine continued. Further efforts were made to make the vaccine more potent and less toxic. The lack of a suitable serum for the treatment of cases of plague has always been felt, and for this lack mortality among patients has continued to be very high, varying in different epidemics from about 55 per cent. to 85 per cent. Considerable advance has been made in the preparation of a suitable serum. The serum prepared was tried out during a small epidemic at Bettiah (Bihar) and encouraging results were obtained.

The Institute continued to remain self-supporting. For the fifth year in succession it managed to earn a small excess of receipts over expenditure. The figures for the financial year were, expenditure Rs. 3·32 lakhs and receipts Rs. 4·03 lakhs.

VETERINARY

During the year under report 2,435 reports of contagious diseases were received against 3,005 in the preceding year. The total mortality recorded among all classes of stock was 18,413 compared with 34,542 in the previous year.

Although rinderpest was reported from almost all the districts of the Province it was much less prevalent than in the previous year, and was responsible for the deaths of 2,292 cattle and 2,253 buffaloes in 386 outbreaks, as against 1,334 outbreaks and 20,725 deaths in 1936–37. East Khandesh, West Khandesh, Nasik, Dharwar and Kolaba districts were most severely affected. In 751 outbreaks of foot and mouth disease, reported from all districts of the Province and the City of Bombay, 20,453 cattle and 3,794 buffaloes were attacked. The mortality was, as usual, very low, only 73 cattle and 19 buffaloes having died. Hæmorrhagic Septicæmia was prevalent mostly in Kaira, Satara, Belgaum and Dharwar and was responsible for the deaths of 1,417 cattle and 3,397 buffaloes. In 220 outbreaks of black quarter 1,186 attacks and 1,098 deaths were recorded. Anthrax was responsible for 1,005 attacks and 698 deaths.

In 307 infected villages 48,200 cattle and buffaloes were vaccinated against rinderpest, of which 86 died. In 166 clean herds 18,493 cattle were vaccinated, of which only three died. In 332 outbreaks of Hæmorrhagic Septicæmia 25,067 head of stock were inoculated with anti-hæmorrhagic septicæmia serum and 1,185 were vaccinated. Of the protected stock eleven died. In 120 outbreaks of black quarter 8,062 animals were vaccinated, with only ten deaths. The total number of

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stock vaccinated and inoculated with sera during the year was 115,198, as against 295,452 in the previous year, when rinderpest was considerably more widespread.

The members of the staff visited 10,560 villages, treated 20,541 animals for contagious diseases, 27,262 for ordinary ailments and castrated 12,782 animals, as against 11,598, 21,219 24,463 and 9,898, respectively, in the previous year. Selected villages were visited throughout the year in connection with the village uplift scheme. Advantage was also taken of various shows and demonstrations where exhibits were demonstrated.

Four new veterinary dispensaries were opened during the year bringing the total number of veterinary hospitals and dispensaries to 116. These dispensaries treated 278,295 animals against 258,597 in the previous year. The total expenditure of the Department amounted to Rs. 5·22 lakhs, of which Rs. 3·98 lakhs were met from provincial revenues.

CHEMICAL ANALYSER

The work of the Chemical Analyser to Government is connected with the protection of the public either by the examination of the data relating to crime or suspected crime or by the examination of food-stuffs, water, etc. During the year 1937 examination of 11,082 cases was undertaken by him, out of which 4,562 related to medicolegal cases, 167 were samples of Government stores, 6,095 samples of the Excise Department and 258 samples of miscellaneous articles.

In 612 cases of suspected human poisoning poison was detected in 284 cases, and in 38 cases of suspected animal poisoning poison was detected in 16 cases. The number of stain cases sent for examination was 538.

MENTAL HOSPITALS

The over-crowding at all the mental hospitals continued. The work of expansion of the Central Mental Hospital, Yeravda, and Mental Hospitals, Ahmedabad and Dharwar was in progress. The scheme of the provision of special accommodation and facilities for patients who are prepared to pay for such additional amenities introduced at the Central Mental Hospital, Yeravda, proved a success and will be continued for a year more.

The total population of the five mental hospitals was 3,037—2,087 males and 950 females—as against 2,900 in the preceding year. Admissions, including re-admissions,

numbered 936 and the daily average strength was 2,191. During the year 322 patients were discharged cured, 136 improved, 103 not improved and 45 discharged otherwise. The daily average number of sick treated in mental hospitals was 69·8, the percentage of sickness to the daily average strength being 3·2. The health of the patients was generally good. There were 171 deaths during the year, the percentage of deaths to the daily average strength being 7·8. The total number of criminal insanes confined in mental hospitals was 144. The employment of suitable patients on works, such as weaving, carpentry, cane-work, tailoring, needle-work, gardening and domestic work, etc., continued as in previous years. Some of them made remarkable progress with concentration of their minds and were discharged cured. Deducting the receipts from the paying patients, etc., the net cost to Government during the year was Rs. 4·64 lakhs.

ACWORTH LEPER HOME, MATUNGA

The Acworth Leper Home was founded in the year 1890 by Mr. H. A. Acworth, C.I.E., I.C.S., the then Municipal Commissioner for the City of Bombay, with the aid of public donations. It provides for the segregation of pauper lepers committed under the Lepers Act, 1898, and accommodates 364 lepers—240 males and 124 females. The Board of Management consists of 20 members of whom three are appointed by Government, five by the Municipal Corporation of the City of Bombay and 12 co-opted annually. The Home is in charge of a resident Superintendent who acts under the orders of the Board. The cost of maintaining lepers resident in Bombay City for more than five years is borne by the Municipality and that of all others by Government. The Home maintains a sewage farm and lepers who wish to work, are provided with employment thereon and paid an allowance from the income thus derived.

The total number of persons treated as in-patients during the year, was 464—348 males, 113 females and 3 children. The total number of persons treated as out-patients during the year was 176—160 males and 16 females. There were 75 deaths during the year. The total expenditure amounted to Rs. 52,211.

KONDHWA LEPER HOSPITAL, POONA

The Hospital is situated about six miles to the south of Poona near the village of Kondhwa. It was established in the year

1913 by the United Free Church of Scotland Mission to Lepers, which has its headquarters in London and which carries on most important work for sufferers from leprosy throughout India and other countries. The Hospital buildings were erected by the Mission with the assistance of a grant from Government. In 1935 a new wing was added costing about Rs. 27,000 with the help of funds provided by the Mission. The Mission provides without charge the services of a Superintendent and a Chief Medical Officer. A Subordinate Medical Officer, appointed locally, is in charge under the Superintendent.

Towards the maintenance of the Hospital, Government makes a monthly capitation grant, while the Poona City and Suburban Municipalities, the Poona Cantonment Committee, and the Poona District Local Board make grants of a fixed annual amount. The total income was Rs. 23,239 and the total expenditure Rs. 18,642.

The total number of patients at the end of the year ending 30th September 1938 was 184 made up of 97 men, 81 women and 6 children. Out of this number 82 were under special treatment. There were 16 deaths during the year. Untainted children are separated from their parents as early as possible. There were 21 such children, eight of whom were kept in the creche maintained for such babies. The general health of the inmates was good.

BRITISH EMPIRE LEPROSY RELIEF ASSOCIATION (INDIAN COUNCIL), BOMBAY PROVINCE BRANCH

The year under review showed satisfactory and sustained progress. The total number of centres in the Province was 37, where 3,968 patients were treated of which 2,221 were old cases and 1,747 new cases, as against 3,392 patients in the previous year. The total attendance at the clinics was 87,151 as compared with 84,247 in 1936. As usual a large number of patients attended intermittently and could not thus derive the full benefit from treatment. The number of cases reported as total cures was 255. The income during the year was about Rs. 15,000 and expenditure about Rs. 12,000.

EMIGRATION AND IMMIGRATION

Only skilled labourers emigrate from the Port of Bombay and are recruited by authorised recruiting agents under agreements approved by Government. During the year under report the total number of emigrants who signed agreements

before the Protector of Emigrants, Bombay, and proceeded overseas was 1,050 while the number of those who returned after expiry of the period of contract and termination of their agreements was 630.

During the year under review, 119 complaints were received by the Protector of Emigrants, Bombay, from emigrants against their employers. In 52 cases the complaints were found either wholly or partially well founded and the claims were admitted by their employers and the dues paid to the complainants. In 18 cases the complainants were not able to prove their case and it was found that the complaints were exaggerated. The other 49 cases were under investigation at the end of the year.

Estates of 16 deceased emigrants amounting to about Rs. 14,000 were received during the year, ten of which, amounting to about Rs. 13,000, were disbursed to the legal heirs after enquiries. During the year 3,739 certificates were granted to emigrants under section 4 of the Indian Emigration Act on production of satisfactory evidence to show that the emigrants have resided in the country of their destination for more than five years and are not emigrants as defined in the Act. A sum of Rs. 10,500 was recovered as registration fees from recruiting agents, while the expenditure amounted to Rs. 5,530.

There was neither immigration nor emigration of an abnormal nature during the year under report anywhere in the districts except the yearly exodus of agricultural labourers, who every year migrate to industrial centres in search of work on the termination of their harvesting season and return to their villages at the commencement of the monsoon. The inflow of labour to the irrigated tracts from the non-irrigated parts of the districts during the sugarcane crushing season continued as usual. Salt pans in Uran and Bhayandar attracted labour from Gujarat. Many persons from Surat, Broach, Kolaba, and Ratnagiri districts took their families to South Africa. A number of upcountry labourers were found in Bhiwandi taluka during the transplantation season. Three labourers from Nasik District and 159 from Thana District went to Assam on tea plantation work. One hundred and eighty-six persons from Kaira District went abroad, mainly to Africa, for business or service.

CHAPTER VIII

LOCAL SELF-GOVERNMENT

MUNICIPALITIES

DURING the past decade the policy of Government has been to give more and more power to Local Bodies and, where control is exercised, to use that control solely for the purpose of safeguarding the interests of the tax-payers, especially where Government funds have been lent for local purposes. This policy is especially noticeable in the case of municipalities. In Bombay City the powers of the Corporation are practically uncontrolled, while in the mofussil Government control has been to a very considerable extent relaxed. In addition to the Municipal Corporation of Bombay, there are in the Province 28 Municipal Boroughs and 101 District Municipalities. The Municipal Boroughs are governed by the Bombay Municipal Boroughs Act, 1925, and the district municipalities by the provisions of the Bombay District Municipal Act, 1901.

The principal duties of municipalities lie in the direction of the provision and maintenance of public and utility services such as roads, dispensaries, water supply, sanitation and education. They have power to raise funds both by direct and indirect taxation. They have in addition power to raise loans, either from Government or in the open market, with the previous sanction of Government, for financing capital works of public utility. In the past, if the circumstances of a case required it and the local body was prepared to make adequate efforts to help itself, Government rendered assistance both by loans and grants-in-aid towards the cost of big undertakings. By this means Poona, Lonavla, Nasik, Jalgaon, Karad, Sholapur, Bijapur, Dharwar, Hubli and other towns have been provided with an improved water supply and Poona with a complete system of underground drainage. In some cases, where the question of good water supply is of more than local importance, water-works have been constructed entirely at Government expense. Pandharpur, a great pilgrim centre, is a case in point. Town improvements and the opening out of congested and insanitary areas are other objects for which Government has made liberal grants. Owing to financial stringency

Government has most reluctantly been compelled to discontinue the practice of assisting local bodies with grants. The expert advice of the officers of Government is, however, freely placed at the disposal of local bodies and reduced charges are levied by Government in the case of works of local bodies entrusted to the Public Works Department for execution. Municipalities with a population of 15,000 and over may appoint Health Officers and Sanitary Inspectors and in such cases Government bears one-half of the cost of the Health Officers and one-third of the cost of Sanitary Inspectors. Municipalities are now allowed practically a free hand in the matter of selection and appointment of their Chief Officers.

The affairs of the superseded Kurla Municipality continued to be administered by the Administrator appointed by the Commissioner. The supersession of the Gokak Municipality continued during the year.

The aggregate ordinary income of the municipalities, excluding items under the head "Extraordinary and Debt", increased from Rs. 189·79 lakhs to Rs. 203·66 lakhs, municipalities in all the divisions contributing to the increase. The incidence of taxation was highest at Alandi (Rs. 15–6–7) and lowest at Dhond (Re. 0–4–5). The aggregate expenditure, including items under the head "Extraordinary and Debt" increased from Rs. 315·72 lakhs to Rs. 339·37 lakhs, the municipalities in the Northern and Central divisions contributing thereto. The loan liabilities of the various municipalities at the end of the year stood at Rs. 69·47 lakhs, the Ahmedabad Municipality alone being responsible for over Rs. 33 lakhs. About Rs. 8½ lakhs were repaid during the year.

Government in reviewing the administration of the municipalities during 1936–37 remarked as follows :—

"* * * * *

Government regret to observe that during the year under report, the standard of administration of the municipalities in the Province as a whole hardly shows any improvement. The Commissioner, Northern Division (Mr. Garrett), summarising the position in that division observes 'With some notable exceptions most of the municipalities have carried out their administration in the usual routine manner and have failed to show any substantial progress'. The Commissioner, Central Division (Mr. Smyth), also has nothing very encouraging to say regarding the working of municipalities in his division and states 'The Commissioner regrets that during the past

year he has seen few signs of any improvement in municipal administration. It is not too much to say that with the exception of about half a dozen municipalities..... there is hardly a municipal board which is fully alive to its responsibilities '.

The record of the Southern Division is equally uninspiring as will be seen from the remarks of the Commissioner (Mr. Madan) who observes that ' the year under review has not been one of general progress in the matter of municipal administration '. The causes of this comparative lack of success in the administration of civic affairs are not far to seek and are being emphatically stressed, year after year, in the administration reports, the general absence of a sense of civic responsibility among the municipal councillors, the dissipation of energy in factious feuds based on personalities, and above all the tendency to look upon the membership of the board merely as a personal distinction and not as an opportunity of rendering disinterested service to the local community. Government regret to observe that barring the notable exceptions of Ahmedabad and Sholapur municipalities, even the larger borough municipalities which are in a position to raise the necessary finance, hardly show any initiative or keenness in the matter of the provision of better civic amenities in their respective areas. When the larger bodies are so apathetic, it is hardly a matter of surprise that the small town municipalities—of which there are so many in the Province particularly in the Central division—are merely content to drag on their weary uninspiring existence from year to year in a state of chronic financial stringency which they do nothing to set right.

Government feel that the problem presented by the smaller municipalities of the Province is becoming more complicated and difficult year by year. These municipalities are tending to become the least efficient units in the whole structure of local self-government and though they are, from the very nature of the case, constantly in need of advice and guidance from the Collector and the Commissioner, they are precisely the bodies which strongly resent such advice when it is tendered. As the Commissioner, Northern Division, has very aptly put ' the amount of trouble arising out of control and audit varies inversely with the size of the municipality '. The Commissioner, Central Division, writing in the same strain observes ' the very small municipalities which are mainly to be found in the Satara and West Khandesh districts are completely inefficient bodies in which, even if the will to work is present, the capacity to do so is absent; most of them could be abolished with

advantage and replaced by sanitary committees or village panchayats'. Now that the Village Panchayat Act is well on the way to being completely overhauled and remodelled, Government hope to take up for consideration in due course, the whole question of the proper administration of the smaller municipalities with a view to setting up machinery for local government suitable to the real needs of the locality concerned.

The fact that a large number of municipalities failed to earmark the prescribed minimum of 4 per cent. of their annual expenditure for medical relief was prominently brought out and commented upon in the review for the year 1935–36. It seems that the municipalities concerned have practically taken no steps to make the necessary adjustment in their expenditure during the year under report and no less than 27 bodies have again failed to devote even 4 per cent. of their expenditure to medical relief. Government earnestly hope that municipalities will show rapid improvement in this respect hereafter and trust that it will not become necessary for them to take stringent steps against the repeated recurrence of such defaults.

Another disquieting feature of the year is the growth of arrears. 'The accumulation of arrears is a growing evil' states the Commissioner, Central Division. Similar slackness as regards the collection of municipal dues has also become noticeable in the other two divisions of the Province and the position of the Dharwar and Haveri municipalities in the Southern division has almost become desperate, the percentage of arrears in respect of past years having gone up to 71·1 and 75 respectively. Government would like to point out that slackness of a municipality in the matter of the collection of its legitimate dues is apt to prove peculiarly mischievous in its long term effects; while the law abiding citizen who pays his dues promptly is virtually penalized, the contumacious defaulter who, by his selfishness, holds up the execution of beneficient schemes, receives indirect encouragement in his antisocial behaviour. Government would therefore enjoin upon municipalities the imperative necessity of unflinchingly taking prompt coercive steps whenever defaults are committed in respect of their dues.

While there is much that is discouraging in the foregoing paragraphs, the year's record of municipal administration is not a picture of unrelieved gloom; Ahmedabad City continues to show remarkable progress year after year in every department of beneficient civic activity and its record in this respect fully

conforms to the best standards observable in Europe. In municipal work, this city in fact furnishes an admirable pattern for other cities of a comparable size to follow. In the Central division, the Sholapur municipality is showing commendable vigour in pushing on the initiation of the improved water supply and drainage schemes. The Poona City municipality has also taken steps in the right direction by the initiation of its River Improvement Scheme which is likely to have a beneficial effect on the sickness rate of the city. Among the medium sized municipalities, Government desire to mention Amalner; the collection of arrears in this city during the year under report has been truly remarkable and the outstandings at the end of the year represented only 0·76 per cent. of the demand. As regards epidemic diseases Government are happy to note that none of the municipalities concerned has given any cause for complaint and the few actual or threatened outbreaks have been promptly dealt with in full co-operation with the officers of the Public Health Department. Again with regard to the treatment given to Harijans, with the unenviable exception of Trimbak, all the municipalities are trying to do the right thing by these classes and no distinctions are allowed to be observed as regards the use of public places like wells, dharamshalas, dispensaries and places of public entertainment. During recent months moreover distinct signs of a helpful awakening, both on the part of rate-payers on the one hand and existing and prospective municipal councillors on the other, have become observable and they constitute a good augury for the future. Government also have reason to hope that the spirit of idealism and disinterested public service which now informs several higher spheres of public life in the Province, will not fail to permeate gradually the region of local self-government as well and the occasions for lamenting the deficiencies of the institutions concerned will become fewer hereafter.

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BOMBAY MUNICIPALITY

Government extended the life of the corporation by one year to enable it to revise the constitution of the corporation, widening the municipal franchise and abolishing nominations.

The income of the Bombay Municipality during the year under review was Rs. 330·16 lakhs as against Rs. 320·58 lakhs in the previous year, while the expenditure was Rs. 327·48

lakhs as against Rs. 319·30 lakhs. The year thus ended with a surplus of Rs. 2·68 lakhs. The incidence of taxation per head for the year was Rs. 23–10–8 as against Rs. 22–15–4 in the preceding year. Expenditure on capital works amounted to Rs. 32·31 lakhs. A loan of Rs. 6 lakhs was raised during the year at 3 per cent. interest per annum with 30 years' currency and 3 per cent. sinking fund basis, the loan being wholly reserved for investment of the Municipal Sinking and Special Funds. Advances were taken from the Special Funds to finance the expenditure on capital works. Reduction of debt amounted to Rs. 29·67 lakhs. The loan liabilities of the corporation at the close of the year stood at Rs. 1,562·24 lakhs. The actual value of the total sinking fund investments on 31st March 1938 amounted to Rs. 332·43 lakhs. The rates of taxation were the same as in the preceding year. The net demand in respect of property taxes was Rs. 304·80 lakhs and collection Rs. 245·45 lakhs, leaving an outstanding of Rs. 59·35 lakhs at the close of the year. The total number of municipal plots disposed of during the year was 150, comprising an area of 99,340 square yards and having a capital value of Rs. 21·38 lakhs.

The income in respect of Improvement Schemes increased from Rs. 100·31 lakhs to Rs. 102·56 lakhs, while the expenditure decreased from Rs. 99·15 lakhs to Rs. 96·88 lakhs. There was thus a surplus of Rs. 5·68 lakhs. Expenditure on capital works amounted to Rs. 9·50 lakhs. Reduction of debt amounted to Rs. 36·47 lakhs. The loan liabilities of the Improvement Schemes at the close of the year stood at Rs. 1,671·06 lakhs. The value of the total sinking fund investments on 31st March 1938 amounted to Rs. 229·29 lakhs. The area of permanently leased land increased from 32·02 lakhs square yards to 33·90 lakhs square yards and the rent in respect thereof from Rs. 29·3 lakhs to Rs. 30·3 lakhs. The area of developed land remaining to be leased was 7·99 lakhs square yards. The number of plots let during the year was 144 comprising an area of 39 acres and valued at Rs. 33·05 lakhs. Eight plots were sold outright for Rs. 9,920 and one was resumed.

The total quantity of water supplied to the city from Tansa and Vehar lakes was 34,718 million gallons while 535 million gallons from Tulsi were exclusively supplied to the suburbs. The average daily supply was 96·59 million gallons. The fire brigade answered 537 calls as against 624 in the previous year. Of these, 435 were in respect of actual fires and 93 were false alarms. Fourteen persons lost their lives and 15 received

serious injuries at these fires, the estimated loss of property being Rs. 9·99 lakhs.

Primary education continued to make progress during the year. The number of municipal schools increased from 321 to 337 and the number of pupils in them from 74,451 to 82,988. The total number of ordinary teachers was 2,278 as against 2,049 in the previous year, the average number of pupils per teacher being 36·4. The total expenditure amounted to Rs. 34·07 lakhs, the average cost per pupil being Rs. 41·6.

Despite a slight increase in the death rate, the health of the city was satisfactory on the whole. The number of live births registered during the year was 35,455, the birth-rate being 30·5 per 1,000 population against 30·9 in the preceding year. The total number of deaths was 30,768 as against 29,934 in the previous year, the death rate being 26·5 per 1,000 population. Mortality among infants under one year of age was 8,688 against 8,946 in the previous year, giving a rate of 245 per 1,000 births registered.

LOCAL BOARD ADMINISTRATION

Every Local Board is presided over by a president who is elected from amongst the non-official members of the Board. In addition, a vice-president is also similarly elected. The funds at the disposal of the boards consist chiefly of the local fund cess on Land Revenue, but there are other sources of revenue, such as proceeds of ferries, quarrying fees, etc. The boards have also the power to levy, with the sanction of the Commissioner, any tax, other than a toll on vehicles and animals, which the Provincial Legislature has power under the Government of India Act, 1935, to impose in the Province. In addition, considerable grants are made by Government for education, the improvement of communications, water-supply, village sanitation, and the proper equipment and maintenance of dispensaries and on account of abolition of tolls.

In 1936–37 Government's contribution to the expenditure of local boards under the heads Medical and Civil Works compared with the total expenditure under the respective heads was as shown below :—

	Government contribution	Total expenditure
	Rs.	Rs.
Medical	1,26,344	9,50,996
Civil Works	13,72,565	33,00,582

The greater part of the revenue is usually spent by the District Board on works of general utility to the whole district,

but each taluka board has funds at its disposal to enable it to carry out and maintain works of purely local utility for which it is primarily responsible. At least one-third of the net revenue from the local fund cess and the cess on water rate must be spent on education.

The total numbers of District Local Boards and Taluka Local Boards were 20 and 137, respectively, the same as in the previous year. The total membership decreased from 2,796 to 2,795, as one member of the District Local Board, Bombay Suburban District, was reduced owing to the transfer of Ambernath area to Thana District. Out of the total number of members 2,176 were elected.

The aggregate income of the Boards, excluding the opening balance, increased from Rs. 192·59 lakhs to Rs. 203·35 lakhs. The incidence of taxation was highest in Satara (Re. 0–6–4) and lowest in Bijapur (Re. 0–1–3). The total expenditure was Rs. 204·37 lakhs as against Rs. 190·46 lakhs in the previous year.

Government in reviewing the administration of the Local Boards for the year 1936–37 remarked as follows :—

" * * * * *

Central Division.—The administration of the boards was on the whole satisfactory and the majority of those boards showed a spirit of co-operation among themselves and the Government officers. It is, however, regretted that the administration of the District Local Board, Satara, was particularly unsatisfactory mainly due to the facts that the President was not in a position to control the internal administration of the board and that the relations between the Chief Officer and the Engineer were not very cordial. The President has since resigned his office and it is hoped that the administration will improve. Government consider that the efficiency of a Board largely depends upon the personality of its President and the extent to which the Executive Officers of the Board are practical men and are allowed to go on with their work uninterruptedly. An instance of efficient administration is provided by the District Local Board, Sholapur, where under a good President and a good executive staff the administration of the Board is conducted with vigour and foresight, and in consequence during the scarcity of last year Government were able to hand over with confidence much of the relief work to the agency of the board.

Most of the local boards put up notice boards near dharamshalas, dispensaries and public wells declaring them open for use by all sections of the community including the depressed classes but on the whole the progress in this direction was very poor. The halting response of district local boards in this matter seems to be due partly to the difficulty of providing funds and partly due to the prejudices existing among a substantial percentage of members. Government, however, expect that this prejudice will disappear in course of time. The District Local Boards of Nasik and Sholapur have provided equal facilities for the admission of children belonging to the scheduled classes into public schools without restriction. As special facilities for the depressed classes, two wells were constructed by the District Local Board, Nasik, one at Bodhari in Baglan Taluka and the other at Sonewadi in Niphad Taluka.

Southern Division.—The administration of the Local Boards was on the whole satisfactory. Under the scheme sanctioned by Government for subsidising of private medical practitioners for rural medical relief, the District Local Boards of Belgaum and Ratnagiri have opened rural dispensaries at Kittur and Rajapattan respectively. The Belgaum District Local Board is also maintaining a nurse at Kittur under the scheme referred to. In the sphere of primary education the number of girls and pupils from the scheduled classes attending the schools showed a general rise in all the districts, and everything possible is being done to remove social disabilities and to encourage education amongst the scheduled class people by the grant of scholarships, prizes and free books. It is regretted that the Bijapur District Local Board has so far taken no action to build new school houses and to repair the old ones, although it has got an accumulated balance of funds by the levy of an extra cess. Education of girls also requires the special attention of this Board. It is reported that the financial condition of the Dharwar and Kolaba District Local Boards is not satisfactory. Steps should, therefore, be taken by these boards to improve it.

* * * * *"

CHAPTER IX

COLLECTION OF REVENUE AND FINANCIAL REVIEW

THE Revenue Administration of the Province of Bombay is carried on by the following officers working under the orders of Government :—

Three Commissioners, 19 Collectors and a varying number of Assistant Collectors. All these officers, with the exception of seven holding the position of Collectors, who belong to the Bombay (Provincial) Civil Service, are members of the Covenanted Civil Service. In addition to the officers mentioned above, there are 36 Deputy Collectors. They are divided for purposes of pay into two grades and are generally District Deputy Collectors in charge of revenue sub-divisions of districts, or Assistant Commissioners or Personal Assistants to Collectors.

A Collectorate contains on an average ten talukas each of which comprises about one hundred Government villages, that is, villages that are not alienated and the total revenues of which belong to the State. Each village has its regular complement of officers, a large number of whom are hereditary. The officers on whose services Government in the Province is mainly dependent are the patil, who is the head of the village for both revenue and police purposes ; the talati or the kulkarni, who is the clerk and accountant ; the mahar, who is a kind of beadle ; and the watchman. The patil and the kulkarni either hold a certain quantity of rent-free land or are remunerated by a cash payment equivalent to a certain percentage on the collections.

The mahar and the watchman, in common with other village servants, also hold land on more or less favourable terms as regards assessment, and receive in addition grain and other payments in kind from the villagers. The remaining servants are the carpenter, blacksmith, potter, barber, and others whose services are necessary to the community. A village is for Government or social purposes complete in itself, so its revenue accounts are simple but complete. They are based on the Record of Rights. Every plot of land held by an occupant is separately measured, assessed and entered in the Record in the name of the person or persons in actual possession of it. The land revenue demand is based on this Record which is thus both a Record of Rights as well as of liability.

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In charge of each taluka of a Collectorate there is an officer termed MAMLATDAR.

AN ASSISTANT OR DEPUTY COLLECTOR is placed in revenue charge of a sub-division which contains on an average four talukas.

THE COLLECTOR AND DISTRICT MAGISTRATE is in charge of the whole district. Besides superintending the realisation of the land revenue, the duties of administering the collection of excise and other special taxes and of supervising the stamp revenue devolve upon the Collector as executive head of the district.

THE REVENUE COMMISSIONERS, of whom there are three in the Province, exercise a general superintendence and control over the revenue administration of the districts in their charge.

ACCOUNTS FOR 1937-38

With the introduction of provincial autonomy the Government of India handed over to provincial Governments various deposit accounts of a provincial character which were formerly borne on the central books. In this category come provident funds, deposits of local bodies, civil deposits, etc. The liabilities on account of these deposits carried with them an exactly equal quantity of assets. Instead, however, of handing over these assets in the form of cash the Government of India decided, in accordance with the scheme of Sir Otto Niemeyer, to hand over only 44 lakhs in cash, of which 30 lakhs have to be kept by Government with the Reserve Bank of India as a minimum balance and 14 lakhs kept in treasuries as what may be described as "till" money. Certain loans amounting to about 20 lakhs due to the Government of India were also transferred to the credit of the Government of Bombay. The balance was utilised for reducing the irrigation debt of the Government of Bombay incurred prior to 1921-22.

The debt of the Government of Bombay outstanding on the 1st April 1937 consisted of sums borrowed in different years at different rates of interest and having different periods of currency. In accordance with the Niemeyer Scheme the Government of India consolidated this debt into one single debt to be repaid over a period of 45 years at their average rate of interest rounded off to the next lower quarter per cent. Certain comparatively short dated loans advanced to the Government

of Bombay and re-lent by it to the Bombay Municipal Corporation were excluded from this scheme. The outstanding debt, after excluding these short dated loans to the Municipal Corporation and after making the adjustments described in the above paragraph, amounted to 22½ crores and the average rate of interest came to 4½ per cent.

Principal heads of revenue.—For the first time, Bombay received in 1937-38 under the new financial settlement a share of Taxes on Income amounting to Rs. 25 lakhs allocated to it under paragraphs 5 and 6 of the Government of India (Distribution of Revenues) Order, 1936.

Land revenue showed a decrease of Rs. 25 lakhs compared with the previous year. To a certain extent this was due to the continuance of scarcity conditions in Bijapur and other districts, the abolition of grazing fees and the settlement of a Privy Council decree. The chief reason, however, was delay in collection.

The provincial excise revenue fell by 3½ lakhs. The decrease was due to a fall in license fee, still head duty and in the sale proceeds of country liquor as a result of the beginning of Government's prohibition campaign.

The revenue under " Stamps " showed an increase of nearly 8 lakhs due mainly to unexpected windfalls in Bombay City.

The forest revenue fell by about 4¾ lakhs mainly due to the abolition of grazing fees.

The receipts under the Motor Vehicles Acts registered an increase of 2½ lakhs due to an increase in the number of motor vehicles.

The revenue derived from " Other Taxes and Duties " showed an increase of 5 lakhs. The increase was due to larger receipts from entertainment and betting tax, electricity duty and Tobacco Duty (Town of Bombay) Amendment Act, 1932.

The receipts under " Interest " showed a decrease of about 21 lakhs mainly due to the transfer to the Government of India on 31st March 1937 of the outstanding amount of the Bombay Port Trust loans, and to (*i*) a reduction in the outstanding debt of the Bombay Municipality on account of repayment in 1936-37, (*ii*) reduction in the interest portion of the equated instalment paid by the Bombay Municipal Corporation in repayment of three long-dated loans included in the consolidated debt, as a

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result of interest becoming due during the year for ten months only instead of twelve months and (*iii*) suspension of tagai recoveries due to the prevalence of scarcity conditions in certain districts.

The total receipts under " Civil Administration " showed a net increase of about one lakh, increases under " Police " and " Public Health " being counterbalanced by a large decrease under " Industries ". The increase of about 1½ lakhs under " Police " was due to the contribution for Railway Police recovered from the Railway Board.

The increase under " Public Health " (about 2 lakhs) was due to larger receipts from water works and the sale of sera and vaccine.

The decrease under " Industries " (about 2 lakhs) was due mainly to less receipts under the Bombay Weights and Measures Act, the reason being that most of the local bodies and municipalities having appointed their own inspectors the receipts were credited to their funds.

Under " Miscellaneous " there was an increase of 5 lakhs made up of 4 lakhs under " XLIII-Transfers from Famine Relief Fund " and 1 lakh under " XLVI-Miscellaneous ", mainly due to increased receipts from unclaimed deposits.

Extraordinary receipts during the year amounted to 0·63 lakh as against 12¾ lakhs during the previous year. The decrease was chiefly under " Other Items " the receipts under which amounted to 0·54 lakh as against 12·24 lakhs representing surplus revenue in the Dangs credited to Government in the previous year.

Expenditure.—Compared with 1936–37 there was a decrease of 2½ lakhs under " Direct Demands on revenue". The decrease of 2¼ lakhs under " 8-Provincial Excise " was due to reduced expenditure under contingencies—Nasik Distillery, while of 1¾ lakhs under " Forest " was due to reduction in the number of sleepers supplied to the M. & S. M. Railway, the curtailment of departmental exploitation of coupes in the East Kanara Division and reduction of interest charges, which since 1937–38 are calculated on Forest Capital Outlay met from loan funds only and not the total capital, as Forest is no longer treated as a commercial department, counterbalanced by increased expenditure (about 1½ lakhs) under " Motor Vehicles Taxation Act " and " Other Taxes and Duties ".

Under " Irrigation " there was an increase of about 6 lakhs due to expenditure on scarcity works.

Under " Interest " there was a decrease of about 39 lakhs mainly due to transfer to the Government of India on 31st March 1937 of the outstanding amount of the Bombay Port Trust loans ; payment of interest charges for 10 months instead of 12 and reduction in the amount of loan due to the repayment made in 1936-37.

Under " Appropriation for reduction or Avoidance of Debt " there was an increase of about 2 lakhs due to change in the repayment programme and to inclusion in the consolidated debt of pre-reform irrigation debt which was hitherto not repayable.

Under " Civil Administration " there was a net increase of 10 lakhs in 1937-38 as compared with 1936-37 variations being mainly under the following heads :—

A decrease of 2 lakhs occurred under " General Administration " mainly because there was no expenditure for elections to the Provincial Legislature as in the previous year ; an increase of 8 lakhs under " Education " due chiefly to the payment to the Ahmedabad Municipality of grants in arrears ; and an increase of $1\frac{3}{4}$ lakhs under " Medical " due to increased expenditure under " Hospitals and Dispensaries ".

The expenditure under " Public Health " also showed an increase of $1\frac{1}{2}$ lakhs owing to larger expenditure on village water works.

The increase of 1 lakh under " Industries " was due to the expenditure on the development of village industries.

Under " Miscellaneous " there was an increase of 16 lakhs mainly due to an increase of 12 lakhs under " Famine " partly for relief measures owing to the continuance of scarcity conditions in certain districts and partly on account of the decision to make up in the same year the deficiency in the minimum of the Famine Relief Fund at the end of the year and 3 lakhs under " Superannuation Allowances and Pensions ".

Debt Section.—In the year under review no amounts were borrowed from the Government of India and the capital expenditure during the year was met from balances.

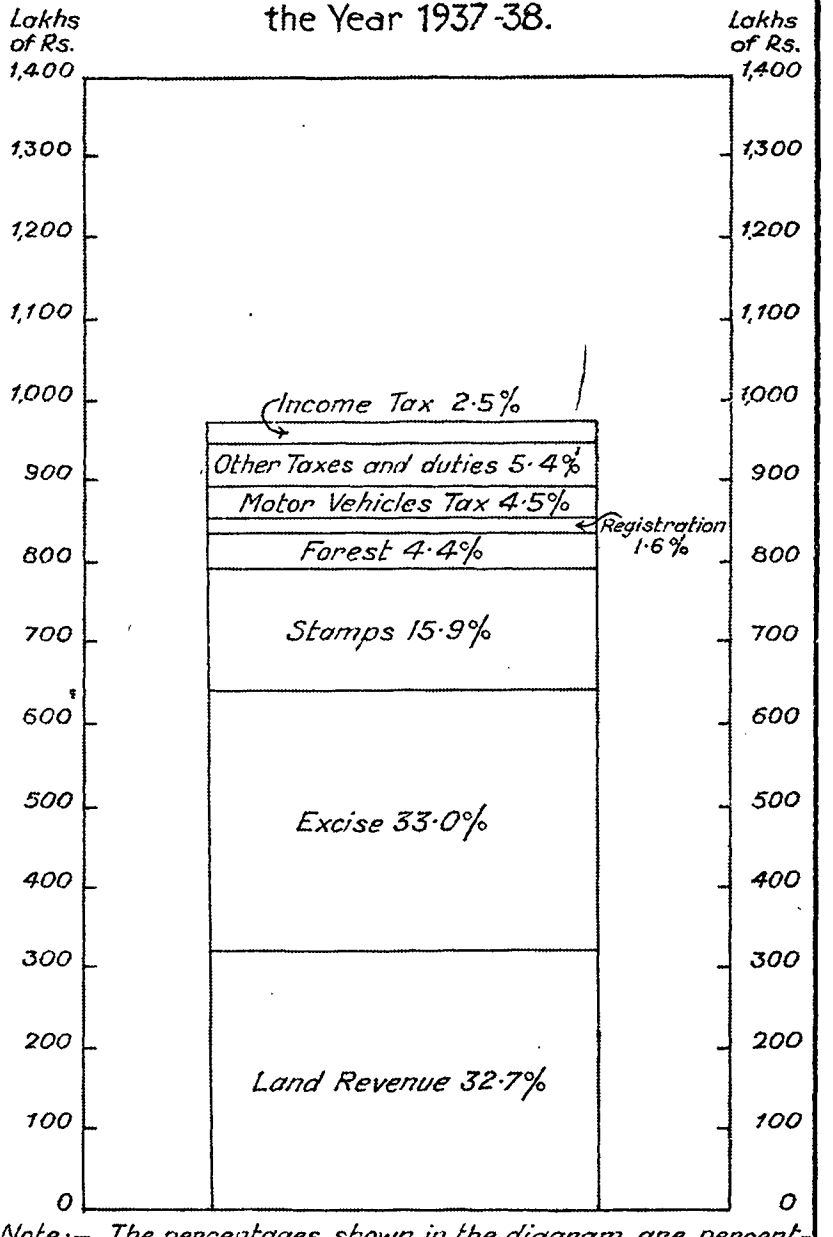
Statement showing Receipts in 1936–37 *and* 1937–38

(Figures in thousands of Rupees)

Principal Heads of Revenue	1936-37	1937-38
IV—Taxes on Income other than Corporation Tax	....	25,00
V—Salt	2	2
VII—Land Revenue	3,44,32	3,19,65
VIII—Provincial Excise	3,25,29	3,21,73
IX—Stamps	1,46,99	1,54,92
X—Forest	47,72	43,15
XI—Registration	15,05	15,25
XII—Receipts under Motor Vehicles Acts	41,07	43,69
XIII—Other taxes and duties ..	48,65	53,24
Total ..	9,69,11	9,76,65
Irrigation, etc.		
XVII—Irrigation	13,45	16,17
XVIII—Irrigation	6,61	6,70
Total ..	20,06	22,87
Debt Service		
XX—Interest	93,34	72,12
Civil Administration		
XXI—Administration of Justice ..	15,01	14,05
XXII—Jails and Convict Settlements ..	4,95	4,44
XXIII—Police	6,85	8,32
XXVI—Education	14,93	15,76
XXVII—Medical	14,14	14,71
XXVIII—Public Health	19,08	20,99
XXIX—Agriculture	3,79	3,75
XXX—Veterinary	31	35
XXXI—Co-operation	2,16	1,85
XXXII—Industries	6,51	4,50
XXXVI—Miscellaneous Departments ..	1,83	1,81
Total ..	89,56	90,53

No. I.

Distribution of Principal Heads of Revenue for the Year 1937-38.



Note:— The percentages shown in the diagram are percentages of the total of the eight principal revenue heads and not of the total revenue of the province.

BOMBAY, 1937-38

(Figures in thousands of Rupees)

Principal Heads of Revenue	1936-37	1937-38
Civil Works		
XXXIX—Civil Works	31,98	51,00
XLI—Bombay Development Scheme ..	6,84	7,09
Total ..	38,82	58,09
Miscellaneous		
XLIII—Transfers from Famine Relief Fund	2,05	6,17
XLIV—Receipts in aid of Superannuation.	8,94	8,31
LVI—Stationery and Printing ..	3,62	4,05
XLVI—Miscellaneous	3,16	4,38
Total ..	17,77	22,91
LI—Extraordinary Receipts ..	12,74	63
Total, Revenue Section ..	12,41,40	12,43,80
Debt Heads		
N. Public Debt		
Permanent Debt	....	....
Floating Debt	....	....
Loans from the Central Government ..	....	....
O. Unfunded Debt		
Special Loans	9,12	....
State Provident Funds	3,27,44	56,72
P. Deposits and Advances		
Famine Relief Fund	1,12	9,03
Appropriation for Reduction or Avoidance of Debt	18,14	32,60
Provincial Road Fund	8,98	13,90
Transfers from Famine Relief Fund ..	2,74	....
Depreciation Reserve Fund—		
Government Presses	21	24
Deposits of Depreciation reserve of commercial concerns (Nasik Distillery) ..	1,13	20

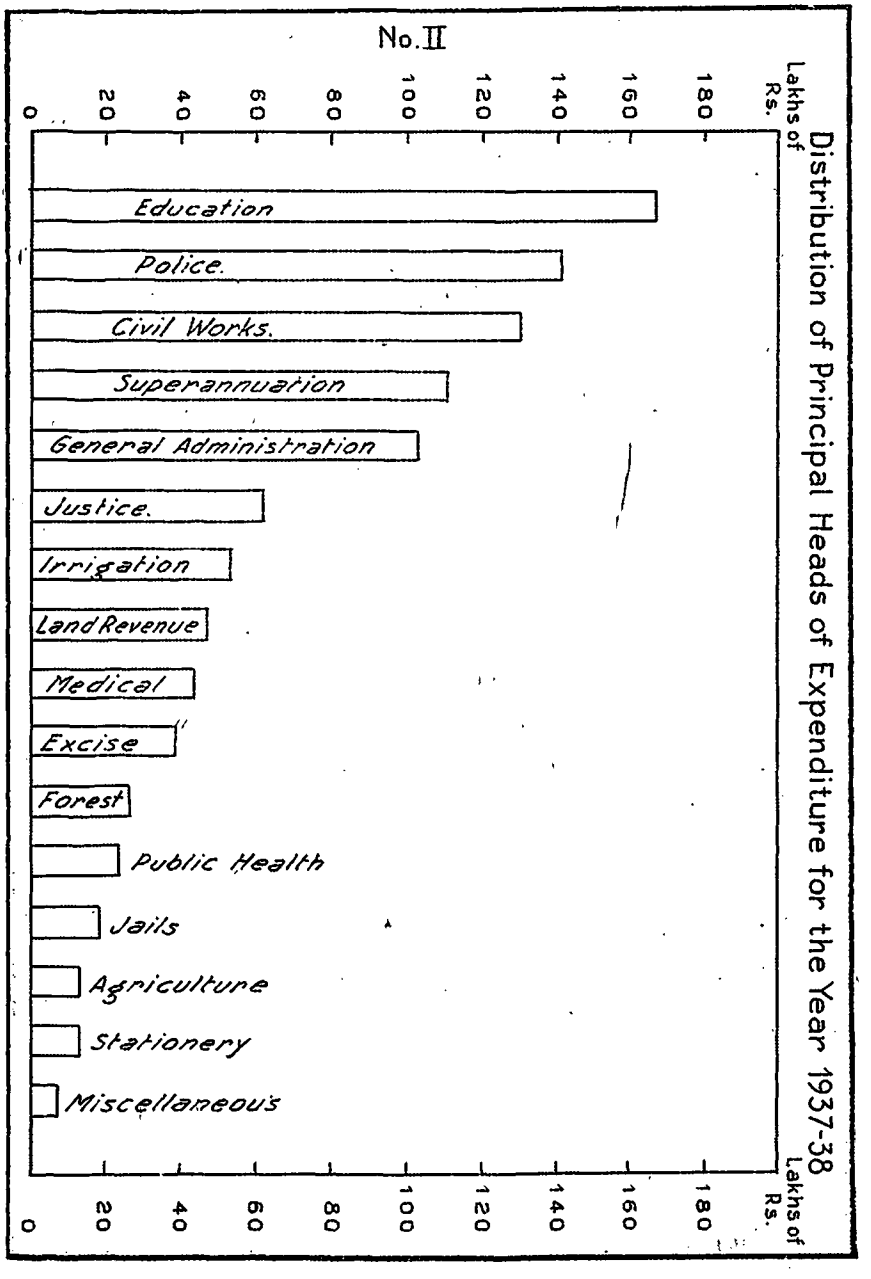
(Figures in thousands of Rupees)

	1936-37	1937-38
Deposits of Local Funds	37,01	3,07,67
Departmental and Judicial Deposits—		
Civil Deposits	93,05	4,21,11
Other Accounts	21,91	4,33
Advances repayable	8	20,22
Permanent Advances	....	4
Accounts with foreign Governments and Indian States	....	6
Accounts with the Government of Burma ..	....	54
Accounts with the Reserve Bank ..	....	98
Suspense Accounts	....	3,38,24
Cheques and Bills	....	2,93,48
Departmental and similar accounts ..	....	1,21
Miscellaneous Government Account ..	....	....
R. Loans and Advances by Provincial Government	75,83	63,24
S. Remittances—		
Cash remittances and adjustments between officers rendering accounts to the same Accountant General	....	13,92,05
Remittances by Bills	....	3,68,06
Adjusting Account between Central and Provincial Governments	....	3,88,50
Inter-provincial Suspense Account ..	....	25,49
Total, Debt Heads ..	5,96,76	37,37,91
Total Receipts	18,38,16	49,81,71
Opening Balance	1,48,22	1,47,44
Grand Total ..	19,86,38	51,29,15

(Figures in thousands of Rupees)

Statement showing expenditure in 1936–37 *and* 1937–38

Direct Demands on Revenue	1936–37	1937–38
7, Land Revenue	46,93	46,82
8, Provincial Excise	41,49	39,15
9, Stamps	1,98	1,97
10, Forest	29,01	27,26
11, Registration	5,68	5,68
12, Charges on account of the Motor Vehicles Acts	17,88	18,80
13, Other Taxes and Duties	17,22	18,05
Total ..	1,60,19	1,57,73
Irrigation Revenue Account and Capital Account charged to Revenue		
17, Irrigation (Interest)	41,89	41,62
18, Irrigation	6,31	12,47
Debt Services		
22, Interest	1,44,31	1,05,05
23, Appropriation for Reduction or Avoidance of Debt	18,14	20,11
Civil Administration		
25, General Administration	1,04,97	1,02,88
27, Administration of Justice	62,19	62,69
28, Jails and Convict Settlements ..	18,04	17,32
29, Police	1,42,76	1,42,34
30, Ports and Pilotage	5	5
36, Scientific Departments	96	1,06
37, Education	1,59,98	1,68,05
38, Medical	41,79	43,54
39, Public Health	22,60	24,05
40, Agriculture	13,76	13,68
41, Veterinary	3,90	3,98
42, Co-operation	6,08	6,09
43, Industries	6,57	7,58
47, Miscellaneous Departments	7,11	7,68
Total ..	5,90,76	6,00,99



(Figures in thousands of Rupees)

	1936-37	1937-38
Civil Works		
50, Civil Works	1,07,21	1,27,46
52, Bombay Development Scheme ..	3,68	3,86
Total ..	1,10,89	1,31,32

(Figures in thousands of Rupees)

	1936-37	1937-38
Miscellaneous		
54, Famine	2,04	13,63
55, Superannuation Allowances and Pensions.	1,07,52	1,10,87
55A, Commutation of pensions financed from Ordinary Revenues	6	6
56, Stationery and Printing	12,40	13,18
57, Miscellaneous	6,39	6,94
63, Extraordinary Charges	17	34
Total ..	1,28,58	1,45,02
Total, Expenditure charged to Revenue ..	12,01,07	12,14,31
Capital Account not charged to Revenue		
68, Construction of Irrigation, Navigation, Embankment and Drainage Works ..	2,59	1,95
70, Capital Outlay on Improvement of Public Health	1,75	47
89, Bombay Development Scheme ..	10,02	4,55
81, Civil Works not charged to Revenue ..	3	4
83, Payment of commuted value of Pensions..	4,27	6,68
85, Payment to Retrenched Personnel ..	—47	—52
Total, Capital Account not charged to Revenue	18,19	13,17
Debt Heads		
N. Public Debt		
Permanent Debt	5,98	67
Floating debt	....	....
Loans from the Central Government ..	4,85,63	74,75
O. Unfunded Debt		
State Provident Funds	....	34,74

(Figures in thousands of Rupees)

	1936-37	1937-38
P. Deposits and Advances		
Famine Relief Fund	64,87	6,32
Appropriation for Reduction or Avoidance of debt	....	....
Provincial Road Fund	4,74	15,99
Depreciation Reserve Fund—Government Presses	21	47
Deposits of Depreciation reserve of commercial concerns (Nasik Distillery) ..	15	1
Deposits of Local Funds	....	3,07,55
Departmental and Judicial Deposits—		
Civil Deposits	53	4,26,11
Other Accounts	23,81	43,19
Advances repayable	90	20,36
Permanent advances	3,17	5
Accounts with foreign Governments and Indian States	5	1
Accounts with the Government of Burma.	....	54
Accounts with the Reserve Bank ..	....	1,79
Suspense Accounts	....	4,12,79
Cheques and Bills	....	2,92,02
Departmental and similar accounts ..	5	1,22
Miscellaneous Government Account ..	....	12,49
B—Loans and Advances by Provincial Government	29,59	12,80
S. Remittances		
Cash remittances and adjustments between officers rendering accounts to the same Accountant General	....	13,86,96
Remittances by bills	....	3,65,33
Adjusting account between Central and Provincial Governments	....	3,88,55
Inter-Provincial Suspense Account ..	....	25,49
Total, Debt Heads ..	6,19,68	38,30,20
Total Expenditure..	18,38,94	50,57,68
Closing Balance	1,47,44	71,47
Grand Total ..	19,86,38	51,29,15

PUBLIC WORKS REVENUE

The Public Works Revenue during the year under review amounted to about Rs. 51 lakhs, the principal items being rents of buildings, receipts from ferries, receipts from workshop, transfer from the Central Road Development Fund and receipts of a miscellaneous nature. The above figure does not include receipts pertaining to the Central Government.

LAND REVENUE

(Figures in lakhs of Rupees)

	Demand	Collections	Suspensions	Remissions
Northern Division	139·97	113·29	12·33	12·73
Central Division	190·50	169·48	13·55	6·83
Southern Division	134·93	83·17	28·17	23·25
Bombay Collectorate	6·61	5·79	..	..
Total ..	472·01	371·73	54·05	42·81

EXCISE

During the year under report Government declared their policy of total prohibition, which it is their ambition to enforce in three years. As a first step one toddy shop and 43 tree-foot booths in the Town and Island of Bombay were closed from 1st November 1937. It was also decided to constitute the following "dry areas" wherein no shops for the retail sale of country spirit, toddy, potable foreign liquors including spirits, wines and beer would be allowed and where the sale of opium and hemp drugs would be permitted only to addicts producing certificates from registered medical practitioners :—

Jambusar and Wagra talukas of Broach and Panch Mahals district.

Newasa and Shevgaon talukas and Pathardi Mahal of Ahmednagar district.

Kumta and Ankola talukas of Kanara district.

Ahmedabad City, cantonment and 27 suburban villages.

The gross excise revenue decreased from Rs. 322·67 lakhs to Rs. 318·85 lakhs, a decrease of Rs. 3·82 lakhs, mainly under country spirit, toddy, opium and hemp drugs.

The rationing system was continued for country spirit, except in parts of Kolaba, Broach and Panch Mahals, Nasik and West Khandesh districts, where the fixed fee system with maximum selling prices was introduced. The total ration for the year under report was the same as in the previous year. The revenue under country spirit decreased from Rs. 155·27 lakhs to Rs. 154·44 lakhs, though the consumption increased from 1,040,272 to 1,131,092 proof gallons, due partly to improved conditions of trade in the Town and Island of Bombay and partly to the introduction of the fixed fee system in certain areas.

The revenue under toddy also decreased from Rs. 71 lakhs to Rs. 66·46 lakhs, though the consumption increased from 126·22 lakhs gallons to 132·04 lakhs gallons. The increase in consumption is due to the abolition of the rationing of toddy trees to shops. With a view to ensure a supply of fresh toddy to the public, transport of toddy from one district to another was permitted on condition that the toddy should reach its destination within twelve hours of its being drawn. Special permission was granted to the All India Village Industries Association to tap toddy trees for imparting instructions in the manufacture of gul from sweet toddy. The total number of trees licensed to be tapped was 4·77 lakhs as against 4·45 lakhs in the previous year.

The total revenue under foreign liquors increased from Rs. 30·93 lakhs to Rs. 33·30 lakhs. There was a general increase in the consumption of all kinds of potable foreign spirits, especially of beer and spirits in the Town and Island of Bombay. The consumption of fermented liquors increased from 946,440 bulk gallons to 981,087 bulk gallons.

The revenue from intoxicating drugs other than opium amounted to Rs. 17·36 lakhs as against 18·12 lakhs in the previous year, the decrease being due to a fall in the sale of these drugs on account of the high retail prices charged by licensees. The consumption, in seers, of ganja, bhang and charas was 24,527, 7,660 and 5,424, respectively, as against 25,478, 8,107 and 6,238 seers, respectively, in the preceding year.

The opium revenue decreased from Rs. 19·91 lakhs to Rs. 17·89 lakhs, the decrease being due to a fall in consumption. The net profit to Government from the issue of opium from the depots was Rs. 8·07 lakhs as against Rs. 8·46 lakhs in the previous year.

The total number of excise offences detected during the year was 7,124 as against 7,806 in the preceding year. Of these, 6,773 related to liquor, 344 to hemp drugs and seven to cocaine as against 7,327, 468 and 11, respectively, in the preceding year. The introduction of special excise arrangements for disposing of country spirit shops for a fixed fee with a fixed maximum retail selling price, in the more criminal parts of West Khandesh district resulted in a reduction in the number of cases of illicit distillation and an increase in the consumption of licit liquor. The extension of the provisions of section 18-B of the Abkari Act to the whole of the Province was useful in controlling the illicit traffic in mhowra flowers and helped to check illicit distillation.

The expenditure for the year, exclusive of compensation paid to Indian States, the Bombay Municipality and the District Local Boards, was Rs. 31·08 lakhs against Rs. 32·93 lakhs in the previous year.

CHAPTER X

INSTRUCTION

THE control of public instruction of all kinds is exercised by Government chiefly through the Director of Public Instruction. In the case of education in art the control is, however, exercised through the Director, Sir J. J. School of Art, and in the case of technical and industrial education through the Director of Industries. Questions relating to higher education are dealt with directly by Government through the University. The four Divisional Inspectors are directly responsible to the Director of Public Instruction for the supervision of all primary schools, the administrative control of all Government institutions (except colleges) and the control and inspection of all secondary schools (excluding European and English-teaching schools), training institutions for primary teachers and other special schools under the Educational Department. There is a special Inspector responsible for the control and inspection of all European and English-teaching schools. The classification of education of Anglo-Indians and Europeans as reserved has been abolished from 1st April 1937. The general control of technical and industrial education lies with a Committee of Direction composed of officials and non-officials.

The University alone has the power of conferring degrees recognised by Government. It also provides facilities for post-graduate teaching. Affiliated to the University are the colleges, which prepare students for the University examinations.

The Royal Institute of Science, Bombay, opened in 1920, provides facilities for post-graduate research work in science, in addition to the ordinary degree courses in science.

Below the Colleges come the high schools usually at least one, either Government or aided, at the head-quarter town of each district. These prepare students for the Matriculation examination which is now controlled directly by the University.

Side by side with the high schools there are the middle Schools which teach the first few standards only of the secondary school course of seven standards. There are also in some places separate high and middle schools for girls.

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Below the secondary schools are a large number of primary schools both for boys and girls in which instruction is given in the regional languages to the vast mass of the people.

There are also institutions for the training of teachers for both secondary and primary schools maintained by Government, viz., the Secondary Training College, Bombay, and the Primary Training Colleges for Men and Women at Ahmedabad, Poona, Dhulia (for men only) and Dharwar. Additional classes in the Primary Training Institutions were opened during the year 1935–36 with a view to increasing the out-put of trained teachers.

For education in art there are the Sir J. J. School of Art, Bombay, and the Reay Art Workshops attached to it, while for technical and industrial education there are the V. J. Technical Institute, Bombay, which is now recognised as the central technological institution for the Province, the Workshop classes of the College of Engineering, Poona, and a number of technical and industrial schools, notably the Ranchhodlal Chhotalal Technical Institute, Ahmedabad, the Parekh Technical Institute, Surat, the Sir D. M. Petit Industrial School, Ahmednagar, and the School of Industry at Ratnagiri.

For the proper selection of text-books for use in secondary and primary schools there are five special committees; one known as the Provincial School Book Committee for the consideration of books for use in secondary schools, and four Primary School Book Committees for the consideration of books in Marathi, Gujarati, Kannada and Urdu.

The Provincial Board for Anglo-Indian and European Education was constituted during the year 1934–35 as a result of the recommendations made by the Sub-Committee of the Round Table Conference on the education of the Anglo-Indian and domiciled European community in India. In addition to the Provincial Board, an Inter-Provincial Board for Anglo-Indian and European Education was constituted during the same year. The representatives of the Bombay Government on this Board are the Honourable Minister for Education or his Deputy and a person nominated by His Excellency to represent Anglo-Indian schools.

On the Central Advisory Board of Education, which was revived in 1935–36, the Bombay Government is represented by either the Honourable Minister for Education (or his Deputy) or the Director of Public Instruction (or his Deputy).

The function of the Board is to advise on any educational question which may be referred to it by the Government of India or by any provincial Government.

EDUCATION

[The figures in the summary relate to institutions in British Districts only]

Institutions and Pupils.—The total number of educational institutions increased by 431 to 15,040 and the number of pupils in them by 67,512 to 1,403,401.

Out of a total of 21,668 towns and villages, 9,180 possessed schools, the average area served by each town or village with a school being 8·4 square miles. The percentage of male scholars under instruction in all kinds of institutions to the total male population was 11·36 as against 10·86 in the preceding year. The corresponding percentages of female scholars to the female population were 4·03 and 3·79 respectively.

The total number of pupils under instruction in recognised institutions increased by 65,856 to 1,365,425. Of these, 1,085,693 were Hindus, 172,776 Muhammadans, 42,632 Indian Christians, 17,619 Parsis and 5,188 Europeans and Anglo-Indians. The rest numbered 41,517 and comprised 37,929 Jains, 605 Sikhs and 2,983 Jews and others.

Expenditure.—Direct expenditure on public instruction increased by Rs. 11·7 lakhs to Rs. 340·9 lakhs, while indirect expenditure decreased by about Rs. 1·6 lakhs to Rs. 45·2 lakhs. The expenditure on public instruction thus amounted to Rs. 3,86,17,251 and was met from the following sources :—

	Amount	Percentage
	Rs.	
Government funds	1,58,87,855	41·1
Board funds	71,58,571	18·5
Fees	1,01,37,974	26·3
Other sources..	54,32,851	14·1
Total ..	3,86,17,251	100·0

Primary schools absorbed over Rs. 182·4 lakhs, exclusive of expenditure on inspection, construction and repairs. Expenditure on buildings in recognised institutions amounted to Rs. 9·6 lakhs.

University.—The number of candidates for the Matriculation examination decreased by 9,695 to 12,712, of whom 6,729, or 52·9 per cent., passed. Of the 2,159 candidates, who appeared for the Intermediate examination in Arts, 1,319, or

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61·1 per cent., passed. The number of successful candidates at the B.A. examination held in October 1937 and in April 1938 was 968, as against 1,155 in the preceding year. In examinations for Professional degrees, excluding the Medical examinations, there were 752 successful candidates. The total expenditure of the University, as distinct from the individual colleges, but including the two departments of the University itself, was over Rs. 12·8 lakhs.

Arts Colleges.—The number of students in the 17 Arts colleges (excluding the University School of Economics and Sociology) increased by 485 to 10,349, of whom 1,245 were women, as against 1,048 in the preceding year. The total expenditure on all the Arts colleges was about Rs. 26·5 lakhs.

Professional Colleges.—The total number of students in Professional colleges increased by 250 to 3,597, of whom 1,165 were studying for Law, 1,288 Medicine, 210 Engineering, 175 Agriculture, 601 Commerce, 50 Chemical Technology, and 108 were reading for the B. T. degree.

Education in Arts.—There were 631 students in the Sir J. J. School of Art, Bombay, of whom 114 attended the Reay Art Workshops. The schools of Drawing and Design at Ahmedabad and Surat had 28 and 26 students respectively on their rolls.

Technical and Industrial Education.—The number of these schools increased by four to 63 and the pupils in them by 556 to 4,176. The expenditure increased by Rs. 16,528 to Rs. 6,36,074.

Secondary Education.—The number of secondary schools increased by 37 to 676 and the pupils in them by 11,309 to 138,396. The following table gives separate details of high and middle schools :—

		Number of schools	Number of pupils
High schools for	Boys	249	94,420
	Girls	65	18,475
Middle schools for	Boys	323	21,490
	Girls	39	4,011
	Total ..	676	138,396

The expenditure on secondary schools increased by Rs. 3·5 lakhs to Rs. 86·4 lakhs.

Primary Schools.—The number of primary schools for boys increased by 328 to 11,751 and the number of pupils in them by 41,828 to 1,005,910. The number of primary schools for girls also increased by 15 to 1,493 and the number of pupils (boys and girls) in them by 9,382 to 185,599. The total number of girls under instruction in primary schools for boys and girls was 304,150, an increase of 17,089. The following table gives details of Primary schools by management :—

	Schools	Pupils
Government	39	5,831
District Local Board	9,298	690,030
Municipal	1,624	350,235
Aided	2,060	134,264
Unaided	223	11,149
Total ..	13,244	1,191,509

The total direct expenditure on primary schools was Rs. 182·4 lakhs as against Rs. 177·3 lakhs in 1936–37. Of the total expenditure, Rs. 100·3 lakhs were met from Government funds, Rs. 13·2 lakhs from District Local Board funds, Rs. 46·4 lakhs from Municipal funds, Rs. 7·7 lakhs from fees and Rs. 14·8 lakhs from other sources.

There were 217 night schools attended by 8,121 pupils.

Training Institutions.—There were 15 training institutions for men and 18 for women with 1,062 and 947 students respectively. Of the 33 training institutions, 13 with 1,124 students were under public management and 20 with 885 students were under private management.

Muhammadans.—The total number of Muhammadans under instruction in recognised institutions increased by 4,456 to 172,776, of whom 47,003 were girls. The number of Muhammadans in Arts colleges decreased by 26 to 462, while that in Professional colleges increased by 41 to 213. In secondary schools the number of pupils increased by 796 to 10,998, in primary schools by 3,338 to 158,115, and in special schools by 307 to 2,988.

Intermediate and Backward Hindus.—The following table gives the number of pupils under instruction in recognised institutions :—

	1936-37	1937-38
Intermediate—		
Marathas	193,659	210,801
Cultivating Classes (Kunbis, Kolis, etc.).	221,903	229,092
Artisans	104,381	106,692
Lingayats	84,564	87,355
Total ..	604,507	633,940
Backward—		
Scheduled Classes	80,486	77,846
Aboriginal and Hill Tribes	29,105	31,337
Other Backward Classes	35,093	43,924
Total ..	144,684	153,107

Industrial Schools.—Of the three certified schools, the one at Yeravda with 238 pupils is maintained by Government, while the David Sassoon Industrial School, Bombay, with 373 pupils, is managed by a Committee of Management appointed by Government, and the Willingdon Boys Home, Bombay, with 138 pupils is managed by the Salvation Army Mission.

Government in reviewing the quinquennial report on Public Instruction in the Province of Bombay for 1932-37 remarked as follows :—

" The history of Education in the Province during the period under review was marked by a number of notable events. The following are a few of them, viz., the opening of a Department of Chemical Technology by the University, the closure of the Deccan College, Poona, the opening of the Nowrosji Wadia College, Poona, and of the Lingraj College, Belgaum, the institution of a degree course in Electrical Engineering at the College of Engineering, Poona, the reorganisation and expansion of the Secondary Training College, Bombay, and the inauguration of the Village Improvement Scheme. These events accelerated the normal progress of education considerably and the results obtained during the period were to some extent more favourable than those obtained in the preceding quinquennium.

The Director of Public Instruction has rightly observed in his report that financial stringency was the most discouraging feature of the quinquennium as it hampered educational activities in all directions. Year after year a substantial cut was made in the allotment for education with the result that many schemes which were approved by Government had to be held in abeyance indefinitely. In spite of this, it is gratifying to note that by effecting severe economies in expenditure, by cutting out all unessentials and by centralizing work as far as it was practicable, it became possible on the whole to show some real progress and expansion.

One of the main objects of the changes introduced by the Bombay University Act, 1928, was to reconstitute the University so as to enable it to provide greater facilities for higher education and to conduct post-graduate teaching and research in all branches of learning, including technology, while continuing to exercise due control over the teaching given by colleges affiliated to it from time to time. Government are glad to note that some progress is being made towards achieving this object. They are glad to note that during the quinquennium the relations between the Educational Department and the University have steadily improved and a policy of close co-operation with the Department has been adopted by the University. As regards finances, the University was in a considerably stronger position during this period than before. Post-graduate teaching and research have been in the forefront of the University programme and all branches of learning including technology have received their due share of attention.

The total number of students in all affiliated colleges rose by nearly 29·5 per cent. while that of the women students rose during the quinquennium from 869 to 1,580 or by 81·8 per cent. Although no separate college for women has been started it is gratifying to note that the extent of the increase in the number of women students shows what progress was made by women in the sphere of higher education. Government, however, would like to draw the attention of the public to the question whether the opening of a college, exclusively meant for women, would help the cause of higher education amongst the orthodox classes and, particularly among the Muhammadans some of whom regard co-education of male and female students in the same institution with a certain amount of disfavour.

The total number of Arts Colleges increased from 13 to 14 while that of Professional Colleges increased from 9 to 12. In the case of the latter it is gratifying to note that they have been meeting to some extent the increasing demand for the professional education which has lately become very noticeable. The efforts made by the authorities of the Sydenham College of Commerce and Economics, Bombay, to secure facilities for practical training in business are producing the desired results which indicate that the training given is on the right lines. Similarly, in the cases of the College of Engineering, Poona, and the Sir J. J. School of Art, Bombay, there has been increasing evidence of the co-ordination between the realities of life and instruction imparted.

An increasing demand for secondary education was a noticeable feature of the period under review. The total number of secondary schools rose during the quinquennium from 547 to 639 and the number of pupils attending them from 104,352 to 127,087. In spite of these figures, the general feeling of dissatisfaction with the secondary system as it is now in force is becoming more marked. The growing demand for education of a pre-vocational or vocational character is hardly met by the secondary schools. The secondary schools are so dominated by University requirements that pupils and teachers alike are hypnotised by the lure of the Matriculation Examination, while the schools themselves are confined to a dreary course of preparation for their one goal of secondary education. Teaching is entirely of a literary character practical training of any kind being at a discount.

Such being the position, the progress made during the period can hardly be called real progress. Government recognise that the discontent that is expressed against the secondary system is largely justified and have therefore at present under consideration a complete overhaul of the existing system.

Under the Primary Education Act of 1923 the control of primary education was transferred to Local Authorities who exercise this control through their School Boards. With the exception of the District Local Boards, Ahmedabad and Kaira, all Local Authorities had taken over control at the end of the last quinquennium. By March 1934 these two Boards had also assumed charge of education, so that every Local Authority had control of primary education in conformity with the intention of the Act. Government note with regret that the progress in the direction of bringing primary education within the reach of every child has been very slow and not

very encouraging. During the period under review the increase in the number of schools and the number of pupils attending them was 3·2 per cent. and 14·2 per cent. respectively over the figures recorded at the end of the last quinquennium. These figures make disappointing reading. This unsatisfactory state of things has been due partly to the continued financial stringency of which mention has already been made, and partly to the inefficiency of administration of many of the School Boards.

Another disquieting feature which the period under review discloses in a marked degree is the enormous wastage in Primary Education. Statistics given show that while Government is maintaining and helping to maintain buildings, equipment, teachers, supervising and inspecting staff for nearly 10½ lakhs of children, no more than 3½ lakhs (or 36 per cent.) proceed beyond the infant stage while only about 11 per cent. complete the full primary course.

In the matter of compulsory education, that is to say, the education of children between the ages of 6 and 11, the results achieved during the period are also discouraging: only five municipalities and one local board out of a total of 61 Local Authorities have introduced compulsion and very few of them are taking any serious steps to enforce compulsion. The result is that only 85 per cent. of the children of school-going age are enrolled and even out of these, all do not attend. Government's inability to finance schemes of compulsion has to a great extent been responsible for this situation. The fact, however, remains that the general attitude both of Local Authorities under the Act of 1923 and of the public at large with regard to this question is anything but satisfactory.

It is gratifying to note that some little headway has been made against mass illiteracy through the propaganda carried on for village improvement and rural uplift by various agencies. The most striking result of this propaganda is the increased interest of villagers in education and it is to be hoped that when they themselves see the advantage of literacy and of general education they will insist on their children attending schools more regularly and in greater numbers.

Quite apart from the financial stringency which, no doubt, severely handicapped all educational progress throughout the period under review the one regrettable feature of the period is the failure of the Local Authorities to discharge efficiently the functions entrusted to them under the Primary Education Act of 1923. To this is mainly due the tardy progress in

primary education referred to already. Government have had therefore recently to amend the Bombay Primary Education Act, 1923, with the object of remedying the evil of maladministration referred to above and trust that in the coming years the progress towards the ideal of imparting education to every child of school-going age in the Province will be very much accelerated.

Government note with satisfaction that the scheme sanctioned by them in 1935-36 for restoring the 3rd year classes in the major Training Institutions and the opening of I and II year classes in the several other Training Institutions has resulted in a greater output of trained teachers and consequently in greater efficiency of teaching in the primary schools. This has, in turn, checked to some extent the enormous wastage in primary education.

It is with satisfaction that Government have to mention the steady progress made in the education of girls during the period. This progress has not only been one of quantity but of quality as well and it is gratifying to note that the efforts made by Government to provide more schools and special educational facilities have been readily availed of and well received by the public. The number of institutions for girls increased during the period from 1,615 to 1,681 and the number of girls under instruction from 253,046 to 326,571 an increase of 29 per cent. Though it has to be admitted that the education of girls lags far behind that of boys, it is a welcome sign that there is a general awakening among the public to the importance of girls' and women's education. Government are equally alive to this fact and it is to be hoped that the education of women will soon be brought up to the same level as that of men in this Province.

Statistics of Anglo-Indian and European education show that the number of schools maintained for this purpose fell from 34 to 32 but that the number of pupils under instruction increased from 5,039 to 5,259. The improvement in the standard of work in all the European schools during the period under review was marked. This has been possible on account of the fact that the schools received full maintenance grants as laid down in the Code of Regulations. The increasing interest evinced by the teachers in their work has also been a noticeable factor making for this progress.

Anglo-Indian and European education has, since the reformed constitution, become a transferred subject and a Provincial Advisory Board consisting of 9 members has been

constituted from 1st April 1937 to advise as regards examinations, courses of instruction, conditions for recognition, etc., of these schools. Through the Inter-Provincial Board for Anglo-Indian and European Education, greater co-operation and co-ordination of activities in this matter have become possible. It is therefore to be hoped that it will be possible to secure better results in this field of European Education in the years to come.

Statistics show that the number of Muhammadan pupils under instruction in all classes of institutions increased from 164,462 reported at the end of the previous quinquennium to 183,036, i.e. an increase of 11·3 per cent. during the period under review. This increase compares favourably with the increase shown in the case of the Intermediate and Backward Hindus for the same period which was only 9·2 per cent. While the Muhammadans show themselves to be decidedly in advance in this comparison, much more could have been done if greater advantage had been taken of the existing facilities. It is gratifying to note that the Muhammadans are now taking to higher education in larger numbers than was formerly the case as evidenced by the larger numbers in the several colleges and secondary schools. It is also a satisfactory sign that there has been an increase of 9·2 per cent. of Muhammadan pupils in primary schools during the period under review.

As regards the education of Muhammadan girls, there has been recorded an increase of 16·4 per cent. over the figures of girls attending the various educational institutions at the end of the last quinquennium. While, therefore, general progress in the education of the community has been as satisfactory as possible under the rather unfavourable financial circumstances of the period, it is to be hoped that in the coming years greater advantage of the existing facilities will be taken by the Muhammadan public at large and that the leaders of the community will give a lead to public opinion so that parents may send their children in larger numbers to the schools.

Government observe from the Report that there has been an increase of 15 and 9 per cent. during the period under review in the number of pupils of the Intermediate and Backward Classes of Hindus in the various educational institutions in the Province. It is gratifying to note that all the communities coming under the classification of "Intermediate" and "Backward" have steadily begun to realize the necessity of educating their children and are beginning to take full advantage of the special facilities that have been extended to them from

time to time. Government are also glad to note that the primary schools and classes specially intended for the children of the Scheduled Classes have recorded a decrease which is an indication of the fact that untouchability in public schools is being steadily removed. Much, however, yet remains to be done in this direction and it is to be fervently hoped that the public at large will heartily co-operate with Government in the enforcement of the orders that they have been issuing from time to time in this regard. Government trust that, in the not distant future, it will be possible with the co-operation of the public completely to remove the disabilities under which these unfortunate classes are labouring at present and to see that they enjoy unstintedly the most common social amenities which have so far been unjustly denied to them.

Government also note with satisfaction the sure and steady progress that has been made in the treatment of juvenile delinquents and destitute children. The extension of the Children Act to mofussil areas, the improvements effected in the protective and corrective measures adopted in the various institutions maintained for these children and the satisfactory results obtained in this field during the period under review are some of the noteworthy features of the work done in this direction.

In the treatment of 'defective' children—the deaf-mute and the blind—some headway has been made during the period, but much remains to be done and the problem of the amelioration of the condition of these defectives can be effectively tackled only if the charitably disposed members of the public come forward with generous help to improve the lot of these unfortunate people. At present the grants made by Government and the Local Authorities only meet about 35 per cent. of the expenditure on institutions maintained for the benefit of defectives.

The question of adult education has hitherto presented special difficulties in this Province as elsewhere. It is, however, gratifying to note that greater attention has been focussed on this question by the impetus given by Government to rural uplift and development. The figures given in the Report show that during the last year of the quinquennium there has been a decided improvement both in the number of institutions meant for adults and of pupils attending them. Considering, however, the vastness of illiteracy that remains to be removed, the work that is now being done is a drop in the ocean.

Government have therefore actively under consideration the question of how to handle this huge problem and it is expected that the general lines of Government policy in the matter will be formulated in the near future and some effective steps to implement that policy will also be taken without delay."

YERAVDA INDUSTRIAL SCHOOL

Steady progress was maintained throughout the year. The teaching of English was started from 1st July 1937 and on an average 25 boys attended the classes which were held in the evening. Another building was dismantled and altered into a small dormitory during the year, a continuation of the gradual process of converting old dismal-looking barracks into airy, well-lit and commodious dormitories.

The school opened with 227 boys on the roll. During the year 109 boys were admitted and 88 released, five were transferred to certified schools of other provinces, four escaped and one died, leaving 238 boys on the roll at the end of the year. Of these 153 were Hindus, 71 Muslims, 12 Christians, one Jain and one Jew and their ages on admission ranged between 8 and 16 years. Literary, moral and social, as well as progressive industrial, physical and agricultural training was imparted to the inmates.

The school authorities have voluntarily undertaken the supervision of lads released on license in Poona. There were 28 boys on license at the beginning of the year, while 73 were released during the course of the year. Of these 48 finished their period of license satisfactorily, while the licenses of seven were revoked and two were re-convicted.

Deducting the actual receipts of Rs. 3,744, the net cost to Government was Rs. 39,658, the net average cost per boy being Rs. 174.

BOOKS AND PUBLICATIONS

The total number of publications increased from 3,440 to 3,813—1,919 books and 1,894 periodicals. Of the books published 201 were in English, 579 in Gujarati, 39 in Hindi, 147 in Kannada, 630 in Marathi, 44 in Urdu, one each in Bengali, Malayalam and Tamil, 49 in classical languages, 10 in other dialects and 217 in more than one language. Of the periodicals 317 were in English, 712 in Gujarati, 56 in Hindi,

28 in Kannada, 557 in Marathi, 3 in Urdu and 221 in more than one language. Of the total number of publications miscellaneous works numbered 1,889, while "Religion", "Language", "Science" and "Poetry" numbered 367, 247, 247 and 277, respectively.

ROYAL ASIATIC SOCIETY, BOMBAY BRANCH

During the year under report there was a further decrease in the membership of the Society, the resident members decreasing from 366 to 358 and non-resident members from 138 to 128. The issue of books and periodicals during the year amounted to 66,091, of which 17,891 were old books, 13,670 new books and 34,530 periodicals. The largest issue—15,860—was under fiction, biography and politics coming next in order with 2,656 and 2,075, respectively. The total number of volumes added was 1,408, of which 1,052 were purchased and 356 presented. Ninety-seven coins were added to the coin cabinet of the Society, while 702 treasure trove coins were received for examination and distribution. The Society also received 298 billon coins from Sirohi Durbar, of which 219 were selected and distributed and the rest returned to the Durbar. The expenditure of the Society amounted to about Rs. 28,000.

VICTORIA AND ALBERT MUSEUM, BOMBAY

The Museum was kept open for 311 days as in the previous year. The total number of visitors was 1,346,113 and the daily average 4,328 as against 965,461 and 3,145, respectively, in the previous year. The great increase in the number of visitors shows the growing interest of the public in the museum. Several additions were made to the collections during the year notable amongst which is a portfolio of copies of ancient Buddhist paintings from the caves of the Thousand Buddhas in China, which throws light on the spread of Buddhism to China and Japan.

PRINCE OF WALES MUSEUM OF WESTERN INDIA, BOMBAY

The most outstanding event of the year under review was the opening of the new wing of the Museum to the public by His Excellency the Governor, on March 17th, 1938. It was in 1927 that the question of providing additional accommodation

for the Museum was first mooted by the Trustees, as the need for the expansion of the three main sections of the Museum—Art, Archæology and Natural History—was acutely felt. After mature consideration the Trustees finally decided in 1929 to erect a new wing. The plans first prepared for a complete wing involved an estimated expenditure of Rs. 5½ lakhs. The Trustees found it impossible to incur this expenditure for lack of adequate funds at their disposal. The original plans had therefore to be curtailed to a section of the building costing Rs. 2½ lakhs approximately. The new wing which became a *fait accompli* in 1935 provides only public galleries and meets the present need of the Museum for a generation or two, but again on account of limited resources no accommodation can be provided for a research collection, library, offices, work rooms and lecture hall, which were all included in the original plans. The equipment of the new galleries and consequent rearrangement and installation of collections cost Rs. 69,000 towards which the Provincial Government made a non-recurring grant of Rs. 17,500. On the ground floor of the new wing are displayed the collections of the Natural History Section in very attractive settings with modern methods of presentation of exhibits as adopted by the more advanced museums of Europe and America. The first floor is occupied with the collections of the Archæological and Art Sections, where also improved methods have been suitably introduced in setting up exhibits in a more attractive and instructive form. On the whole the collections installed in the new wing have been well appreciated both by the press and the public.

The usual practice of taking a census of visitors to the Museum for a week was departed from and the number of visitors was counted on the basis of attendance of one different day in the first week of every month, for seven months during the year. The number averaged over 2,100 visitors a day on the days the Museum was open to the public free of charge.

CHAPTER XI

MISCELLANEOUS

ECCLESIASTICAL JURISDICTION

THE Church Establishments maintained by the State in the Province are those of the Church of India and the Established Church of Scotland. Certain allowances are also granted by Government to the Roman Catholic Church and the Wesleyan Church for ministrations to troops, etc.

THE CHURCH OF INDIA

Since 1837 Bombay has been a separate diocese. The diocese includes the territories within the limits of the Bombay Province except the districts of Nasik, East Khandesh, West Khandesh and Ahmednagar. These districts were removed in 1929 from the spiritual jurisdiction of the Bishop of Bombay, and a separate diocese of Nasik was constituted, though the two Chaplaincies of Deolali and Ahmednagar are still served by Chaplains on the Bombay cadre, and all matters connected with Government Churches and Cemeteries and Ecclesiastical Establishments in these districts continue to be administered by the Bishop and Archdeacon of Bombay. The diocese of Bombay also includes the Western India States, the Gujarat States, Baroda, Kolhapur and the Deccan States, the Mewar Hilly Tracts in the State of Udaipur and the States of Dungarpur and Sirohi in Rajputana.

The Right Reverend R. D. Acland, Bishop of Bombay, was on duty throughout the year. The Venerable W. Ashley-Brown, Archdeacon, was on duty till 8th October 1937, when he proceeded on leave preparatory to retirement. The Reverend A. J. Nix-Seaman, Chaplain of Colaba, who was appointed to act as Archdeacon in addition to his own duties, continued on duty for the remainder of the year. The Reverend A. E. Elliott, Bishop's Chaplain, was on duty throughout the year.

The year opened with 13 chaplains on duty and three on leave. Two chaplains of the Bombay Ecclesiastical Establishment were stationed at Deolali and Ahmednagar in

the Nasik Diocese. Owing to the separation of Aden from India, no chaplains were posted there and the two chaplains of the Bombay Establishment who became supernumerary were transferred to Madras and Rangoon. The Diocese observed its centenary on 17th November 1937.

All the Churches and Cemeteries inspected by the Bishop were in good repair. The Bishop held 24 confirmations during the year, the number of persons confirmed being 282. One person was ordained priest and two deacons.

THE ESTABLISHED CHURCH OF SCOTLAND

The Church of Scotland in this Province was placed on its present basis in 1837 and the sanctioned number of Chaplains on the Bombay cadre of the Indian Ecclesiastical Establishment, Church of Scotland, is two.

There are at present five Presbyterian Churches and several other buildings used for Divine service scattered throughout the Province of Bombay.

The Reverend L. McLean continued as Presidency Senior Chaplain till 15th October 1937, when he went on leave preparatory to retirement. The Reverend J. Yule Rennie held the charge for the remainder of the year.

The other places outside Bombay, where Government or non-Government Chaplains were stationed, were Poona and Kirkee, Karachi, Belgaum, Mhow, Nasirabad, Nagpur, Jubbulpore, Quetta and Kamptee.

STATIONERY AND PRINTING

Stationery Branch.—The opening balance of stores in the stationery branch was about Rs. 96,000. During the year under report stores of the value of Rs. 6·78 lakhs were received. The cost of issues to the Government presses and Government departments amounted to Rs. 3·31 lakhs and Rs. 2·82 lakhs, respectively. Stores worth Rs. 29,000 were supplied on payment. The total cost of issues was Rs. 6·43 lakhs as against Rs. 7·84 lakhs in the preceding year. The closing balance was Rs. 1·28 lakhs.

Publication Branch.—The total receipts of this branch amounted to Rs. 71,424 against Rs. 73,674 in the preceding year. The value of maps supplied was Rs. 4,476.

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Government Central Press.—The numerical strength of the Press establishment, including piece and task workers, was 569 on 31st March 1938 as against 558 on the corresponding day of the previous year. In the case-room the outturn of hand and lino composition went up, while that of mono composition went down. In the printing section the outturn went down, though hand presses showed a small improvement. The entire outturn of the Press considered in lump fell by 1·4 per cent., while the manufacturing cost rose by ·8 per cent. as compared with the previous year. The receipts for work done on payment amounted to about rupees one lakh. The total expenditure of the Press was Rs. 7·58 lakhs as against Rs. 7·71 lakhs in the previous year.

Yeravda Prison Press.—Owing to increase in the work of the Meteorological Department two additional posts of temporary compositors were created during the year. The working strength of the convicts at the close of the year was 175 as against 173 in the preceding year, the daily average being 153. The total outturn increased by 6 per cent., while the cost of production increased by 5 per cent. as compared with the previous year. The receipts during the year amounted to Rs. 1·71 lakhs. The total expenditure of the Press was Rs. 2·30 lakhs as against Rs. 2·20 lakhs in the previous year.

Government Photozinco Press, Poona.—The work turned out in the printing branch during the year was 1,205,503 machine pulls costing about Rs. 34,000 and 70,985 handpulls costing about Rs. 21,000. Other branches turned out work costing about Rs. 83,000. The total cost of work done in the Press was Rs. 1·38 lakhs as against Rs. 1·36 lakhs in the previous year. The total amount realised from private work done in the Press was Rs. 47,884.

BOMBAY DEVELOPMENT SCHEMES

Back Bay Reclamation Scheme.—The total expenditure on works and repairs incurred on the Back Bay Reclamation Scheme amounted to Rs. 5·95 lakhs, including payments to the Bombay, Baroda and Central India Railway Company, on account of resumption of land near Churchgate Railway Station, and to Messrs. Patel and Company and Mugaseth and Sons on account of their claims. About 8½ lakhs cubic feet of suitable building debris, obtained free of charge, were deposited in Block No. VII at a cost of about Rs. 4,000. The construction of the full width of the Marine Drive from opposite

Marine Lines Station to the south end of Block No. II, the cross roads in Block No. I to the south of the Lloyd Recreation Ground, the remaining length of the 80-feet road in Block No. II and certain short lengths of the roads in the south-east corner of Block No. II as well as the construction of the sewer drains along these roads, as also along the 50-feet wide road north of the Lloyd Recreation Ground, were in progress. The work of providing cement concrete pavement on Government portion of the footpath to the west of Queen's Road, and the work pertaining to sanitation and anti-malarial measures in Blocks Nos. I, II and VII were entrusted to the Bombay Municipality.

Industrial Housing Scheme.—Out of 16,559 rooms and shops in 207 chawls, 10,076 rooms and shops were occupied at the close of the year 1937–38, showing an increase of 1,513 rooms and shops in the number occupied. The scale of rents for single-roomed tenements at the four centres remained unchanged. The number of shops occupied at various centres was 43 at Naigaum, 17 at DeLisle Road, 78 at Worli and 24 at Sewri. There was practically no improvement in the occupation of shops at Naigaum and Sewri but at Worli there was an appreciable increase, which was entirely due to increase in occupancies of living rooms at that centre.

Twelve new chawls at Worli and one at DeLisle Road were opened for occupation during the year. Chawl No. 5-B at Naigaum was given to the Bombay Municipality at the ' en bloc ' rate of rent for housing the menial staff of the King Edward Memorial Hospital and G. S. Medical College. Chawl No. 52 at Worli was given to the Blind Relief Association for use as an Industrial Home for the blind.

The total collection on account of rent of chawls amounted to Rs. 6·33 lakhs. The rent collected amounted to 97·8 per cent. of the demand. The total population of the Development Department Chawls was 49,570 approximately, while the number of deaths recorded was 1,079, giving a death-rate of 21 per thousand.

There are a number of amenities provided for the residents of the chawls. Certain Charitable Institutions such as the Bombay Presidency Infant Welfare Society and the Baby and Health Week Association are providing medical relief to the tenants of the Development Department chawls through maternity homes and crèches. The Naigaum Social Service Centre and the Y. M. C. A. are carrying on social welfare work

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for the tenants and their women and children. The Bombay Municipality has opened primary schools at all the four centres and also a dispensary at Worli.

With effect from the 14th December 1937, the administrative control of the Industrial Housing Scheme was transferred to the Public Works Department as an experimental measure for one year. With a view to popularising the Development Department chawls a Committee consisting of the Honourable the Prime Minister (Chairman), the Honourable Minister, Public Works Department, the Parliamentary Secretary for Labour and the Executive Engineer, Presidency Division (Secretary), was appointed. All the chawls at Naigaum, DeLisle Road, Worli and Sewri were looked after and maintained by the Executive Engineer, Presidency Division. Various means of propaganda were employed to popularise the chawls by organising meetings of mill-hands and inferior Government servants. It was found that certain additions and alterations to the chawls were necessary to attract tenants and a provision of Rs. 4½ lakhs was made in the budget for 1938-39. Certain amenities such as a play-ground, radios and reading rooms were provided in the estimates. As there was no light in the chawls the Industrial Housing Committee decided to supply electric lights in the corridors. The Honourable the Prime Minister and the Honourable Minister for Public Works frequently addressed meetings at Worli chawls and created confidence among the tenants that their welfare and needs would be speedily attended to. Social Workers were appointed in January and February 1938 with a view to advising the tenants in the matter of sanitation, cleanliness, etc. The question of transport is being taken up.

Residential Suburban Schemes.—Steady progress was maintained in the disposal of plots in the late Development Department Residential Suburban Schemes. During the year ending 31st March 1938 an area of 18,741 square yards worth Rs. 85,208 was disposed of in Chembur (Sector A), Danda and Khar, in addition to 4,210 square yards of undeveloped land in sector B of Chembur. About 12,155 square yards of land in Khar is proposed to be sold to the Konkanastha Mahars Co-operative Housing Society at rupee one per square yard. Loans amounting to Rs. 55,711 were sanctioned during the year for purchase of land and construction of buildings under the State-aided building scheme. The total area of developed land disposed of up to 31st March 1938 was 15·60 lakhs square yards and the total value realised was Rs. 44·58 lakhs.

TOWN PLANNING AND VALUATION DEPARTMENT

During the year under report, a Draft Amending Bill was published, the objects of which were to remedy certain defects in the Bombay Town Planning Act, 1915, which had come to notice during its working. Due to a great deal of increase in the land acquisition work at Ahmedabad, a new appointment of a whole time Additional Special Land Acquisition Officer was made from the 3rd January 1938.

One final scheme, Godhra No. I, containing an area of about 24 acres, was before Government awaiting sanction. Two schemes, viz., Bandra No. IV and Ghatkopar No. I (Varied) were finally sanctioned. There are 51 schemes covering an area of 15,917 acres, of which 38 schemes containing an area of 7,766 acres have been completed in their final form. Demarcation and arbitration proceedings for Town Planning Scheme, Ahmedabad No. III (Ellis Bridge), were completed and the preparation of the Arbitrator's award was taken in hand. Tribunals of arbitration met and gave their decisions in respect of Town Planning Schemes Poona No. II and Bandra No. III. Sanction to the draft schemes and the appointment of an Arbitrator is awaited in respect of the Town Planning Schemes Ahmedabad No. V (City Wall Improvement) and Sholapur No. III. Draft Town Planning Scheme Bandra No. VI was sanctioned and the Arbitrator appointed. The appointment of the Arbitrator in the Town Planning Scheme Santa Cruz No. V is awaited. Draft schemes Poona No. I (Varied) and Poona No. III were published and sanction to the making of the Draft Varied Schemes in respect of Amalner No. I and Bagalkot No. I is awaited.

During the year under report, plans were prepared for layouts and improvement or extension of towns containing nearly 965 acres of land at Chalisgaon, Jalgaon, Nandurbar, Poona (City and District), Bombay, Deolali, Ahmednagar, Nandgaon, Lonavla, Dhond, Amalner, Baramati, Bhatkal, Village Susgadi, Karwar, Ahmedabad (City and District), etc. Valuations of properties to the extent of about Rs. 58 lakhs were made for the information of Government, Collectors and Municipal or other semi-public bodies. Valuations to the extent of about Rs. 11 lakhs were made for rating purposes. Proposals for non-agricultural assessment for the Surat District were completed and submitted to Government.

The Special Land Acquisition Officers of this Department stationed at Poona, Bombay and Ahmedabad declared awards to the extent of Rs. 5·89 lakhs in respect of 141 properties and awards of other Land Acquisition Officers were scrutinised by this Department in which the Consulting Surveyor's valuation amounted to Rs. 1·93 lakhs. About 675 properties of an aggregate value of approximately Rs. 21 lakhs were valued for notification under Section 4 of the Land Acquisition Act. There were 13 references to Court embracing 56 properties, in which the Consulting Surveyor or one of his Assistants gave evidence. The Awards of the Land Acquisition Officers amounted to Rs. 1·46 lakhs. The amounts claimed before the Courts totalled Rs. 2·92 lakhs. The Consulting Surveyor's valuations were Rs. 1·50 lakhs and the awards of the Courts totalled Rs. 1·63 lakhs.

MILITARY

Auxiliary Force (India) and Indian Territorial Force

Bombay District.—The improvement in recruiting noted last year continued during the year under report. All A. F. (I). and I. T. F. units in the Bombay District were up to strength with the exception of the Light Motor Troops of the Bombay Light Patrol. This keenness to take part in the defence of the country was not very evident in the past and is most gratifying. It enables unit commanders to accept only a good type of man and this in its turn raises the standard of the unit and tends to attract other recruits.

The important roles which these units play in the defence of Bombay are not generally known, and it may be of interest to describe them. The Bombay Light Patrol consists of two troops of cavalry and eight Motor Troops. It is available to assist the Civil power at all times and would form a mobile reserve if an enemy should ever try to land in the neighbourhood of Bombay in time of war. The mobility of this unit gives it an importance in excess of its numerical strength. No. 10 (Bombay) Battery, R. A., mans the heavy guns at Colaba, while No. 3 (Bombay) Fortress Company, R. E., is responsible for the searchlights. Both these units act in close co-operation with the Regular Artillery and play a very important part in the defence of Bombay, of which they are justly proud. In order that their members shall be able to carry on with their civil employment throughout a war, these units have been given a large

establishment so that each man would only be required for military duties once every three or four days. The role of the Bombay Battalion has also been made more interesting. This Battalion now contains Armoured Cars and Machine Guns as well as Riflemen and thus provides interesting work for men with mechanical aptitude. In addition, men with seafaring inclinations are catered for in the Examination Platoon which would be used in war to escort the Examining Officer who visits all ships before they are allowed to enter the Harbour, and to guard such ships as he thinks necessary. The Railway Battalions are employed on the defence of their own lines. The 2nd (Bombay Presidency) Urban Infantry, I. T. F., provides an outlet for those Indians who wish to play a part in the defence of their country and assists in the defence of Bombay in war.

The Poona Contingent A. F. (I) consists of the 15th (Kirkee) Field Battery R. A., A. F. (I) (one section) and the Poona Rifles A. F. (I). The latter is organised into four light Motor Platoons, and each platoon is made up of 22 all ranks and six motor cars. Individual training started at the end of August and continued until November when the Annual Weapon Training Courses were fired on Wanowrie Ranges. The standard of shooting was high. The Annual Camp was held at Pashan in January 1938, and was inspected by Brigadier T. S. Riddell-Webster, D.S.O., A.D.C.

1st (Bombay) Battalion, University Training Corps.—The number of recruits at the beginning of the year was 337. The recruits and trained men were medically examined under arrangements made by the University authorities. The Battalion was up to strength in officers and the majority of them completed their attachments to regular units. A satisfactory standard in drill and weapon training was reached. All Companies were capable of performing all normal company drill movements correctly. Camp was held at Pashan and demonstrations in attack and defence were given by a regular unit. The annual inspection of the battalion was carried out by Lieutenant Colonel V. W. Roche. All ranks were happy and keen in camp, it redounds much to their credit that they carry out their annual training during the holiday period. Nine Cadets were selected during the year to attend the course at the Police Training School, Nasik, as candidates for posts of Sub-Inspector.

11th Battalion, 5th Mahratta Light Infantry.—The battalion was up to full strength, having enlisted 180 recruits during 1938, but it is anticipated that 130 recruits will be required during the ensuing year to replace men whose terms of service expire on completion of the current training. Training was carried out at such periods as would enable the agricultural classes to return to their farms in time for the harvesting period.

PREVENTION OF CRUELTY TO ANIMALS

Bombay Society.—During the year 1937 the Agents of the Society in Bombay City prosecuted 13,903 cases of cruelty to animals. In 13,022 cases fines were inflicted, in 107 cases the offenders were fined and in default sentenced to various terms of imprisonment, in 621 cases the accused were warned and discharged and in 113 cases the accused were acquitted. The number of animals sent to the Bai Sakarbai Dinshaw Petit Hospital for Animals was 518, while four were sent to the Municipal Contagious Diseases Hospital for treatment. Eighty animals found to be suffering from incurable diseases were sent from the Bai Sakarbai Dinshaw Petit Hospital for Animals to the Pinjrapole at Bombay. There were 382 prosecutions at Bandra Court and fines were inflicted in 325 cases. In two cases the accused were warned and discharged and in 19 cases the accused were acquitted.

ARCHÆOLOGY

Conservation.—During the year under review the main activity of the Western Circle was directed to the conservation of ancient monuments and the limited funds available were expended on special repairs on a large scale. With the net amount of Rs. 62,994 available for actual conservation work, after paying the agency charges of Rs. 5,764 and the amount of Rs. 13,724 for the pay, travelling allowance etc. of the Public Works Department subordinates employed on Archæological Works, as many as 24 monuments were brought under special measures of conservation and 181 monuments underwent minor repairs. Of the 24 works of special repairs three were carried out departmentally, one under the direct supervision of the Archæological Chemist, and the rest through the agency of the Public Works Department. Among the special repairs undertaken during the year the most important related to the

famous Elephanta Caves near Bombay on account of their appallingly decayed condition. The chief measures taken for this monument consisted of securing the crumbling facades of the caves by cement grout, preventing the profuse flow of rain water over them by the provision of channels on top, boring a number of holes behind the back and in the roof of the main cave and injecting cement through them in the innumerable fissures existing inside the body of the rock so as to prevent leakage of water inside the main cave and eliminating dangerous salts from the most highly affected sculptures by the repeated application of paper pulp followed by treatment with a stone preservative to arrest the further deterioration of the sculptured surfaces. Important items of special repairs undertaken to other monuments comprised renewing the rotten roof of the Bhadar Gate at Ahmedabad, restoring missing rock-cut steps of the Gate No. 2 of the Pavagadh Fort at Champaner, repairing the porous terraced roof and the decorated decayed wooden ceiling of the Asar Mahal at Bijapur, rebuilding with a sound foundation the fallen rear wall of the Bhuleshwar Mahadeva Temple at Yewat and making good the brick masonry of some structural remains exposed after excavations at the Site of Mohenjo-daro.

A number of Persian and Arabic inscriptions, especially in Sind, were discovered during the year and about 60 of them were actually copied and deciphered.

BACKWARD CLASSES

Steady progress was maintained in the education of the backward classes. The total number of backward class pupils in primary schools, increased from 140,134 in 1936–37 to 146,954 in 1937–38, though the number of scheduled class pupils decreased from 77,717 to 74,577. The number of scheduled class children attending common primary schools was 60,928 as against 61,667 in 1936–37. The number of backward class teachers increased from 1,812 to 1,931 and of the latter 1,111 belonged to the scheduled castes. The six night schools conducted by the Backward Class District Committee, Sholapur, continued to impart instruction in the regional language to the depressed class adults with the help of grant-in-aid from the Sholapur Municipal Borough and about 200 persons took advantage of them. Government has repeatedly laid down that no differential treatment with

regard to admission and sitting of scheduled class children in common schools should be allowed. In some cases schools are held in temples and it is the duty of the School Boards to shift such schools to other buildings.

Exemption of all backward class pupils from payment of room rent in Government hostels attached to secondary schools, when certified to be poor by the Head Master of the school concerned, continued during the year. Backward class girl students who were unable to pay fees were admitted free into Government secondary schools, while 75 per cent. of backward class pupils in such schools were awarded free-studentships. In addition to the scholarships awarded by the Educational Department, monetary help to the extent of about Rs. 3,000 was given by the Backward Class Department to deserving backward class pupils in secondary schools and colleges in the shape of scholarships or in lump sums. Many students studying in Government and non-Government schools and colleges and students studying abroad were granted scholarships or remission of college fees by Government. Grants aggregating Rs. 5,000 were given to tanning schools, while a sum of Rs. 6,000 was distributed among Provincial Harijan Sevak Sanghs for carrying on educational activities amongst these classes. Three institutions working for the uplift of aboriginal and hill tribes in partially excluded areas were also given grants by Government for conducting their activities amongst these tribes. Out of 646 teachers admitted in training colleges, 106 belonged to backward classes, including 68 of the scheduled class.

The Government Depressed Class Hostel at Poona continued to work satisfactorily. Boys from all Marathi speaking districts receive the benefit of this hostel. Grants-in-aid aggregating about Rs. 20,000 were given to 29 privately managed depressed class hostels in various districts of the province.

Government has prescribed percentages for recruitment to Government service and, in order to help recruitment, registers of backward class candidates seeking employment are maintained in the offices of the Backward Class Officer and Assistant Backward Class Officers. Positions were secured for 116 backward class candidates through the agency of this Department during the year.

Lands have been developed in various districts and granted to backward classes for building houses thereon. Applications for grants of lands for cultivation were forwarded to the Collectors concerned.

In accordance with Government orders the local bodies are required to put up notice boards at public wells stating that the latter are intended for the use of all sections of the community irrespective of caste or creed. An allotment of Rs. 10,000 was placed at the disposal of the Commissioners, Central and Southern Divisions, for providing facilities regarding water supply to scheduled classes. Government has also laid down that in allotting grants out of Rs. 10 lakhs sanctioned for improvement of village water supply, special attention should be paid to the needs of the scheduled classes.

Complaints of all sorts from backward classes were received by the Backward Class Officer and suitable measures were taken to remedy them wherever necessary. The Devdasis Protection Act and the Harijan Temple Worship (Removal of Disabilities) Act have given a great relief to these classes and the latter Act is likely to help in the speedy removal of untouchability.

The total expenditure of the Department amounted to about Rs. 77,000.

ADVANCES TO CULTIVATORS

Northern Division.—During the year ending 30th September 1938 the amount advanced as takavi totalled Rs. 19,981 as against Rs. 1·21 lakhs in the previous year. The year opened with an outstanding balance of Rs. 32·37 lakhs. The total demand was Rs. 11·03 lakhs, of which Rs. 4·39 lakhs were collected, Rs. 4·18 lakhs suspended and about Rs. 83,000 written off. The unauthorised balance was Rs. 1·82 lakhs, Ahmedabad District alone being responsible for nearly Rs. 87,000 and Broach and Panch Mahals for Rs. 86,000. In Ahmedabad District the unauthorised arrears were mostly in the talukdari villages of Viramgam and Prantij talukas and Gogho Mahal. In Broach and Panch Mahals the arrears largely pertained to Wagra taluka.

Central Division.—The total amount advanced as takavi in this division was Rs. 2·98 lakhs as against Rs. 6·45 lakhs in the preceding year. The year opened with an outstanding balance of Rs. 14·26 lakhs. The total demand was Rs. 6·34 lakhs, of which Rs. 4 lakhs were recovered, Rs. 1·73 lakhs suspended and about Rs. 6,000 written off. The unauthorised arrears amounted to about Rs. 60,000, Ahmednagar alone being responsible for about Rs. 58,000.

Southern Division.—During the year under report Rs. 6·39 lakhs were advanced as takavi as against Rs. 4·82 lakhs in the preceding year. The outstanding balance was Rs. 16·97 lakhs of which about Rs. 89,000 were collected, Rs. 4·95 lakhs suspended and Rs. 18,000 written off. The unauthorised arrears amounted to Rs. 1·62 lakhs. Owing to scarcity conditions in parts of Bijapur District Rs. 5·40 lakhs were advanced in that District alone while Rs. 4·13 lakhs had to be suspended. In addition to the grants made in the ordinary way loans were granted for the spraying of betel nut to combat Koleroga disease, and for the construction of tals and embankments.

APPENDIX I

List of Reports used in the compilation of this Volume

PART II

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ADMINISTRATION OF THE LAND

Annual Reports of the Department of Land Records and of the Collector and Talukdari Settlement Officer, Ahmedabad, for the year 1937–38.

CHAPTER II

LAW AND JUSTICE

Reports on the Administration of Civil and Criminal Justice and the Registration Department for the year 1937, Annual Report on the working of the Indian Companies Act, and the Proceedings of the Bombay Legislative Council and the Bombay Legislative Assembly for the year 1937–38.

CHAPTER III

POLICE AND CRIME

Annual Police Reports of the Bombay Province and of the Bombay City, Administration Reports on Government Workhouses and of the Jail Department, the Report on the working of the Criminal Tribes Act and the Administration Report of the Borstal School, Dharwar, and the Bombay Province Probation and After-care Association for the year 1937, and reports on the administration of the Motor Vehicles Acts in the Bombay Province and the Bombay City for the year 1937–38.

CHAPTER IV

AGRICULTURE, WEATHER AND CROPS

The Season and Crop Report and the Report of the Department of Agriculture, Annual Report on the working of Co-operative Societies, Annual Report on Forests and Note on the Weather for the year 1937–38 and Notes on Prices, Labour and Wages.

APPENDICES

CHAPTER V

TRADE AND COMMERCE

Annual Report of the Department of Industries for the year 1937–38, Annual Factory Report, and Annual Report on the working of the Workmen's Compensation Act for the year 1937, Report on the Administration of the Indian Boilers Act, the Land Revenue Administration Report and Annual Report on the Sea-borne Trade of the Bombay Province for the year 1937–38.

CHAPTER VI

PUBLIC WORKS DEPARTMENT

Administration Report of the Public Works Department and Irrigation Administration Reports for the year 1937–38.

CHAPTER VII

VITAL STATISTICS AND MEDICAL RELIEF

Annual Report of the Director of Public Health, Annual Report on Civil Hospitals and Dispensaries, Report on Mental Hospitals, Annual Report of the Chemical Analyser to Government, and Annual Report on the Working of the Indian Emigration Act for the year 1937, Annual Administration Reports of the Civil Veterinary Department, and of the Haffkine Institute for the year 1937–38 and Annual Reports of the Acworth Leper Home, Matunga, and the Kondhwa Leper Hospital, Poona, for the year 1937–38 and of the British Empire Leprosy Relief Association (Indian Council) for the year 1937.

CHAPTER VIII

LOCAL SELF-GOVERNMENT

Report on Municipal Taxation and Expenditure in the Province of Bombay, Administration Report of the Municipal Commissioner for the City of Bombay, and Annual Report on the administration of Local Boards in the Province of Bombay for the year 1937–38.

CHAPTER IX

COLLECTION OF REVENUE AND FINANCIAL REVIEW

Accounts for the year 1937–38, Land Revenue Administration Report, Report on the Administration of the Excise Department, and Administration Report of the Bombay Collectorate for the year 1937–38.

CHAPTER X

INSTRUCTION

Reports of the Director of Public Instruction and the Industrial School at Yeravda for the year 1937–38, the Report of the Royal Asiatic Society (Bombay Branch) for the year 1937, Administration Report of the Municipal Commissioner for the City of Bombay, and Annual Report of the Prince of Wales Museum of Western India, Bombay, for the year 1937–38.

CHAPTER XI

MISCELLANEOUS

Administration Reports of the Diocese of Bombay, of the Church of Scotland, Bombay Province, of the Printing, Stationery and Publication Department and the Government Photozincographic Press, Poona, Report of the Town Planning and Valuation Department and Notes on the administration of the Back Bay Reclamation Scheme, the Industrial Housing Scheme and the Residential Suburban Schemes for the year 1937–38, Annual Report of the Bombay Society for the Prevention of Cruelty to Animals for the year 1937, Report of the Archæological Survey of India, Western Circle, for the year 1937–38, the Land Revenue Administration Report and the Report on the working of the Backward Class Department for the year 1937–38.

APPENDIX II

1937–38

GOVERNOR

His Excellency the Right Honourable Michael Herbert Rudolf Knatchbull, Lord Brabourne, G.C.I.E., M.C. (Took his seat, 9th December 1933. Vacated office, 18th September 1937.)

His Excellency Sir Roger Lumley, G.C.I.E., T.D. (Took his seat, 18th September 1937.)

COUNCIL OF MINISTERS

(From 1st April 1937 to 19th July 1937)

The Honourable Khan Bahadur Sir Dhunjishah Bomanji Cooper.	Chief Minister.
The Honourable Diwan Bahadur Sir Siddappa Totappa Kambli.	Minister for Education.
The Honourable Mr. Jamnadas Madhavji Mehta.	Revenue and Finance Minister.
The Honourable Mr. Hoosenally M. Rahimtoola.	Minister for Local Self-Government.

(From 19th July 1937)

The Honourable Mr. Bal Gangadhar Kher.	Prime Minister.
The Honourable Mr. Anna Babaji Latthe.	Minister for Finance.
The Honourable Mr. Kanaiyalal Maneklal Munshi.	Minister for Home and Law.
The Honourable Dr. Manchersha Dhanjibhoy Gilder.	Minister for Public Health and Excise.
The Honourable Mr. Morarji Ranchhodji Desai.	Minister for Revenue, Rural Development and Agriculture.
The Honourable Mr. Laxman Madhav Patil.	Minister for Local Self-Government.
The Honourable Mr. Mahomed Yasseen Nurie.	Minister for Public Works.

PARLIAMENTARY SECRETARIES

Mr. Gulzarilal Nanda.
Mr. B. M. Gupte.
Mrs. Hansa Mehta.
Mr. M. P. Patil.
Mr. T. R. Nesvi.
Mr. B. S. Hiray.

BOMBAY LEGISLATIVE ASSEMBLY

SPEAKER

The Honourable Mr. Ganesh Vasudeo Mavalankar.

DEPUTY SPEAKER

Mr. Narayanrao Gururao Joshi.

BOMBAY LEGISLATIVE COUNCIL

PRESIDENT

The Honourable Mr. Mangaldas Mancharam Pakavasa.

DEPUTY PRESIDENT

Mr. Ramchandra Ganesh Soman.

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